

OVERSIGHT OF THE 2000 CENSUS: EXAMINING THE BENEFITS OF POST-CENSUS LOCAL REVIEW

HEARING BEFORE THE SUBCOMMITTEE ON THE CENSUS OF THE COMMITTEE ON GOVERNMENT REFORM HOUSE OF REPRESENTATIVES ONE HUNDRED SIXTH CONGRESS

FIRST SESSION

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OVERSIGHT OF THE 2000 CENSUS: EXAMINING THE BENEFITS OF POST-CENSUS LOCAL REVIEW

THURSDAY, FEBRUARY 11, 1999

HOUSE OF REPRESENTATIVES,
SUBCOMMITTEE ON THE CENSUS,
COMMITTEE OF GOVERNMENT REFORM,
Washington, DC.

The committee met, pursuant to notice, at 11:15 a.m., in room 2247, Rayburn House Office Building, Hon. Dan Miller (chairman of the subcommittee) presiding.

Present: Representatives Miller, Doolittle, Ryan, Souder, Waxman, Davis of Illinois, and Ford.

Staff present: Thomas W. Brierton, deputy staff director; Jennifer Safavian, chief counsel; Timothy Maney, chief investigator; Erin Scanlon, professional staff member; Phil Schiliro, minority staff director; Michelle Ash, minority counsel; Mark Stephenson, minority professional staff member; and Earley Green, minority staff assistant.

Mr. MILLER. Good morning. I apologize once again for the delay in the beginning of this hearing on the census. This is a very important hearing and I appreciate everybody's patience.

I just found out late last night about the Congressional Black Caucus having a conference concerning the census this morning. I was invited over there at 10 o'clock, and I appreciate that opportunity. I felt that it was important enough, as they had a very distinguished panel over there, to be able to participate in it. So I, once again, express my apology.

We'll begin with my opening statement, and an opening statement by the minority. Mr. Davis will be giving that, and then we'll go to our first panel.

Let me say good morning and welcome to everyone and welcome to the new members. They're not here right now, but we have a lot of new members. We have one new member on the minority side and we have three new members on the majority side. Hopefully, they'll be here sometime during the hearing.

This is my second term as chairman, and I'm excited about working together with everyone to achieve a successful census in 2000. Unfortunately, our ranking member, Mrs. Maloney, was unable to join us today. She's overseas traveling on official government business. I know if it were at all possible, she would be here. Under normal circumstances, I would have postponed the hearing and

markup scheduled for later today. But these are anything but normal circumstances. They are extraordinary circumstances.

Just weeks ago, the Supreme Court ruled the Census Bureau cannot use sampling in the 2000 census. Now, we must move quickly to provide the Bureau and local governments the tools they need to count everyone in America.

Any legislation that Congress intends to pass that would have the Census Bureau adopt a program such as post-census local review must be done expeditiously. To delay this hearing would delay the subcommittee markup. To delay the subcommittee markup would delay the full committee markup, as well as final action on the House floor. I haven't even talked about getting this legislation through the Senate.

I would also add that, as everyone in this room understands, this is a long process and there will be ample opportunities for people on both sides of this issue to voice their views, offer amendments, and cast their votes.

To be fair to the Census Bureau, we must provide them needed time to implement any new program that Congress may legislate. It's unfortunate that Mrs. Maloney is traveling abroad, however, the business of counting America cannot be delayed.

So, we are here to take another important step in counting America. The "America Counts Today" initiative is a progressive plan to count everyone in the 2000 census without the use of illegal sampling. This plan, supported by the leadership, contains a number of different proposals: hiring 100,000 additional census enumerators who would target the hardest-to-count communities; increasing the advertising budget for the Census Bureau; conducting a second mailing of census forms; providing matching grants for local communities to conduct community outreach programs.

Yesterday, Congresswoman Carrie Meek, a distinguished member of the Congressional Black Caucus, and I jointly introduced legislation that would allow welfare recipients and veterans to take temporary census jobs without losing their benefits. Mrs. Meek is to be commended for her efforts in this area and her commitment to working with Republicans to get the most accurate count possible. She is setting a shining example of cooperation.

Today, we are here to focus on another key element of the "America Counts Today" initiative: post-census local review. Post-census local review is a very straightforward, common-sense idea implemented by the Bureau in 1990. When explaining the importance of post-census local review in 1990, the Bureau said,

Most important is that local officials have an opportunity to review the math and count while the census is still in progress. Possible errors identified and reported at this stage are relatively easy to check and correct if necessary. Once this stage is passed, problems can become difficult to resolve.

The officials of local and tribal governments that choose to participate also will have a better understanding of the procedures and concepts involved in taking a census. A considerable amount of good will and understanding of one another can develop between the governmental unit, the State agencies assisting the governmental unit and Census Bureau personnel as a result of the interaction during the local review program.

Apparently, the Bureau now feels that these good reasons for having post-census local review in 1990 are no longer valid. They are discontinued—they have discontinued this important step in

the census process and this is unfortunate and it must be corrected.

I know there are two words that local officials hate to hear from the Federal Government. They are: "Trust us." That's exactly what the Bureau's telling local governments. On the one hand, they tell us how important the census is and how important it is to get everyone counted and on the other hand they are saying "We don't want you to check our work. It's accurate. Trust us."

Well, that type of attitude does not breed confidence in the census. It breeds distrust in the census. While it's true that the Bureau has worked very closely in building good address lists and maps through the "Local Update of Census Address Program," commonly known as LUCA, it just doesn't make sense to eliminate the local involvement on the back end. After all, the finalization of the numbers is critically important.

I don't know where my Democratic colleagues here today stand on this issue. I know some here don't believe it would be helpful. But I would urge anyone speaking in opposition to a local audit not to try and convince me that it's a bad idea. You need to convince the California League of Cities, which represents 472 California cities, why the post-census local review is a bad idea.

Convince the National League of Cities that a post-census local review is a bad idea. Convince the National Association of Towns and Townships. Convince Mayor Dennis Archer of Detroit who spoke very forcefully at the U.S. Conference of Mayors in favor of post-census local review. Tell him why adding 47,000 residents to the city of Detroit, as they did in 1990, is a bad idea.

And most importantly, explain to your local government leaders why they should blindly put their fate in the hands of the Federal Government and not review those census numbers that we all agree are so vital before they become final.

I'm amazed that there's anyone at all testifying against this legislation, but there are. What's even more astonishing is the reasons why. Cost effectiveness—the assistant city attorney for the city of Los Angeles will tell us later, according to her testimony, "This time-consuming, costly process was to add a mere 7,735 dwelling units to the city's housing unit PAL."

So now we have the sampling advocates on the record as not wanting to go the extra mile to get their citizens counted. How ironic. A "mere 7,735 units" is what her testimony says. If I were ever to make those comments, I would be branded as not wanting to count everyone. How many minorities and children live in those 7,735 housing units? And why shouldn't they be counted?

What these opponents of post-census local review are now saying is that everyone is not worth counting. It's not worth the additional effort and time and cost to ensure that everyone is counted. Well, I can tell you now that if I have anything to say about it, this Congress will go the extra mile to ensure that everyone is counted. We have a constitutional duty to do nothing less.

In conclusion, let me make something perfectly clear. We've fought the fight over sampling in the Supreme Court and we won. But that's not good enough. As the saying goes, if you're going to talk the talk, you need to walk the walk. We need to put forth con-

crete proposals that will help give the Bureau and local communities the resources they need to get an accurate count.

Post-census local review is not the silver bullet to a full count in the 2000 census. It is one important piece of a multi-faceted effort to count everyone. As I said 2 weeks ago when I introduced the "America Counts Today" initiative, I am looking forward to getting a Census Bureau plan for a full enumeration. It is overdue. I also look forward to innovative proposals from the administration on how they intend to count America legally.

This isn't about taking credit or casting blame. Yesterday, Congresswoman Meek and I stood shoulder-to-shoulder and introduced an important tool in helping get America counted. That needs to be the example that we need to continue to follow. We must stop using the census to divide America. We must unite and count America.

And now, we'll have an opening statement by the minority. Any other members that want to have an opening statement, we'll submit it for the record.

Mr. WAXMAN. Well, Mr. Chairman, I would hope you'd allow members to make their opening statements. We didn't object to you going on beyond the 5-minutes and I don't think our side will use more time than you did. But ordinarily members should have that courtesy extended to them.

Speaking of courtesy being extended to us, I'm here to express some bewilderment and regret as to the state of affairs. The ranking member of the subcommittee, Mrs. Maloney, presumably had a conversation with you asking that this meeting not be held in her absence because she's leading the U.S. delegation at the International Conference on Population and Development. Representatives Davis and Ford had to cancel previous commitments at the Congressional Black Caucus Summit in order to be here.

Our committee has a bill on the floor at the very same time, coincidentally, not something you would have been able to anticipate. So, it's one thing to have the situation where the ranking member requests and presumably was granted your promise not to hold the hearing, however we also find ourselves with a hearing and a markup scheduled immediately after the hearing.

Ordinarily, to find out whether a bill is a good idea or not, and I don't prejudge the matter, because I'd like to hear what the witnesses have to say, you hear from the witnesses, you evaluate their testimony, oftentimes you get ideas from other people and don't just tell them what you think. You want to hear what they have to say and get some input. And based on the input, we might well have some further thoughts about what the legislation ought to say. But today, it doesn't appear we're going to have any opportunity to take the testimony into account if it suggests needs for changes in this legislation before the subcommittee's proceeding to a markup.

This doesn't suggest to me a desire to hear and accommodate minority concerns, Democratic party concerns, your colleagues' concerns on this side of the aisle. Ironically, the subject of this legislation is one that could produce fruitful bipartisan legislation. Each of us here knows and works closely with local governments in our district. We often share their concerns. Consequently, when a

group of local government officials comes before us with a problem, we usually work to find a bipartisan solution to their concerns.

Today, we'll hear that local governments want to make sure that the census counts all of the housing units in their jurisdiction. I'm sure that all of us here today agree with that goal. It is possible, though highly unlikely, that the bill to be marked up this afternoon is the single and unique solution to the set of problems.

In fact, the city of Los Angeles yesterday adopted a motion opposing H.R. 472; so obviously, all local governments are not in agreement as to how to achieve the goal of an accurate account. And I would like to submit that motion into the record, along with my statement. In addition, I'd like the testimony of Jessica Heinz, the assistant city attorney for the city of L.A., to be submitted into the record. Ms. Hines was unable to be with us today.

[The prepared statement of Hon. Henry A. Waxman and the information referred to follow:]

**STATEMENT OF THE HONORABLE HENRY WAXMAN
BEFORE THE SUBCOMMITTEE ON THE CENSUS
FEBRUARY 11, 1999**

Thank you Mr. Chairman. I am disappointed with the timing of this hearing and the mark-up scheduled immediately afterwards. Congresswoman Carolyn Maloney, the ranking Democrat on the Subcommittee cannot be here today because she is leading the United States Delegation to the International Conference on Population and Development in The Hague. Representatives Davis and Ford have had to cancel previous commitments at the Congressional Black Caucus Summit in order to be here.

When Speaker Hastert proffered an olive branch at the beginning of this Congress, I was heartened. Unfortunately, the timing of this hearing and the mark-up are inconsistent with that spirit.

The bill before us today may or may not have merit. We will have a better sense of that after we hear today's witnesses. Ordinarily, during mark-up, we would have amendments drafted based on our witnesses' testimony. Today, however, there will be no opportunity to take the testimony into account if it suggests the need for changes in the legislation because the Subcommittee is proceeding immediately to a mark-up. That does not suggest to me a desire to hear and accommodate minority concerns about the bill.

Ironically, the subject of this legislation is one that could produce fruitful bipartisan legislation. Each of us here knows and works closely with the local governments in our district, and we often share their concerns. Consequently, when a group of local government officials come before us with a problem we usually work to find a bipartisan solution to their concerns.

Today we will hear that local governments want to make sure that the census counts all of the housing units in their jurisdiction. I am sure that all of us here today agree with that goal. It is possible, though highly unlikely, that the bill to be marked up this afternoon is the single and unique solution set to those problems.

In fact, the City Council of Los Angeles, yesterday, adopted a motion opposing H.R. 472 so obviously all local governments are not in agreement as to how to achieve the goal of an accurate count. I would like to submit that motion into the record. In addition, I would like the testimony of Jessica Heinz, Assistant City Attorney for the City of Los Angeles be submitted into the record. Ms. Heinz was unable to be with us today.

I believe that there are a number of ways we could solve the problems raised by the local governments, and an open unprejudiced discussion of those possibilities could lead to a solution that we all could accept. Unfortunately, the subcommittee has precluded that possibility by rushing to a mark-up immediately after this hearing.

I want to thank all of the witnesses who have come here today. I look forward to learning of your comments on the plans for the 2000 census and on the legislation before us today. I apologize that I have to leave now to attend to a bill that is on the floor this morning, and in all likelihood will not get back before this hearing is over. I do not intend to return for the mark-up, and I would urge my colleagues to join me in protesting this effort to ramrod this bill through the subcommittee.

MOTION

SPECIAL 2

approved
2-10-99

The special Census Subcommittee of the U.S. House of Representatives will be holding hearings this week on Thursday, February 11, specifically to consider a bill, H. R. 472, the "Local Census Quality Check Act" by Representative Dan Miller (R-FL) which would require the use of post census local review as part of each decennial census. The hearing will not merely receive testimony from interested parties but will be a significant mark-up session where the bill will receive its most permanent legislative form.

Various experts on the issue of assuring an accurate census count, including the Los Angeles City Attorney's Office, are warning that this legislation would harm efforts to obtain an accurate census count. This bill would seek to eliminate the need to have a Post Enumeration Study by putting in place a much weaker and less effective Post Census Local Review process.

The City of Los Angeles must oppose both a Post Census Local Review process, such as the one which was used during the 1990 Census, as well as any notion that the Post Census Local Review process can replace the need to have a more accurate Post Enumeration Study and an adjustment of the census numbers based on such a study.

I THEREFORE MOVE that the Council determine, as provided in Section 54954.2(b)(2) of the Government Code, and pursuant to Rule 23 of the Rules of the City Council, that there is a need to take immediate action on this matter AND that the need for action came to the attention of the City Council subsequent to the posting of the agenda for today's Council meeting.

I FURTHER MOVE that the Council include in the City of Los Angeles 1999 and 2000 Federal Legislative Program opposition to H. R. 472, the "Local Census Quality Check Act" by Representative Dan Miller (R-FL), and any similar legislation, which would require the use of Post Census Local Review as part of each decennial census and/or would prohibit the use of Post Enumeration Studies and adjustments based on such studies.

PRESENTED BY:

MIKE HERNANDEZ
Councilman, 1st District

SECONDED BY:

February 10, 1999

ak

TESTIMONY TO THE HOUSE COMMITTEE ON GOVERNMENT
REFORM AND OVERSIGHT'S SUBCOMMITTEE ON THE CENSUS

by

JESSICA F. HEINZ, ASSISTANT CITY ATTORNEY FOR
THE CITY OF LOS ANGELES

FEBRUARY 11, 1999

Thank you Mr. Chairman and Members of the Committee. I am Jessica Heinz, an Assistant City Attorney for the City of Los Angeles. I have been involved in census issues for the City since 1988 and I have represented the City in the litigation surrounding the 1990 Census, and the 2000 Census. In addition, I have been the legal advisor to the Census Outreach Projects for 1990 and 2000. As you may know, the City of Los Angeles was a very active participant in the 1990 Census and the City expended over \$710,000 in funds for our outreach program. Los Angeles has already appropriated \$500,000 for the current fiscal year for Census Outreach activities, and we have proposed a budget for next year of over \$1,000,000 to assist the Bureau in getting the most accurate count for the City.

I participated in nearly all census activities for 1990 in Los Angeles, from the Pre-Census Local Review, through the count of the Homeless, Non-Response Follow-Up and Post Census Local Review. I have written several reports regarding the Census for the City Council and have prepared written and oral testimony for a

variety of governmental committees evaluating the 1990 Census. I am here today to urge you not to require the Census Bureau to use Post Census Local Review in substantially the same manner as it was conducted in 1990, as is provided by HR 472. There are several aspects of the Post Census Local Review process which can be very useful to local governments, but they need to be evaluated in terms of their overall contribution to an accurate final census count. Our greatest priority is an accurate count of our population, not just the count of housing units.

Let me describe briefly the outcome of the Pre and Post Census Local Reviews in Los Angeles in 1990. Since the Bureau was only able to give us a count of housing units per block in 1990, the City created its own Master Address List, geocoded the addresses to census tract and block and then counted the number of addresses per block. When we received the Pre-Census Local Review data in December 1989 and compared the counts with our list we found 2,328 blocks had five or more missing housing units for a total of approximately 44,000 missing units.

The City also conducted an extensive "non-standard dwelling unit" survey to find addresses of people who were living in garages or other dwellings which do not have standard postal addresses. Over 1,000 of such addresses were provided to the Bureau so that these places could receive census forms in the mail.

On August 24, 1990, the City received its Post Census Local Review data. We had requested that the data be provided to us on a "flow basis" as each district office closed rather than providing a huge amount of information at one time. That would have given both the City and the Bureau more time to handle the review of discrepancies. The data showed the City had 26,152 blocks and a total dwelling count of 1,292,228. As it was, the City challenged over 1,500 blocks that had five or more additional dwelling units as compared to the Bureau's count for that block. For all blocks, the City estimated that 48,522 housing units were not counted citywide. The Bureau, however, only planned to recanvass those blocks that had five or more missing units.

We used a variety of methods to challenge the Post Census Local Review count, including computer matching and field surveys. Part of the review involved sending a team of City employees to do a random sample of over 400 City blocks. City staff listed every address on these blocks and compared their count with the Bureau's. City staff found over four and one half percent (4.5%) more dwelling units than the Bureau had found in these blocks.

In January 1991, we received the Public Law 94-171 census data for the City which included a dwelling unit count of 1,299,963. This was only an increase of 7,735 more units than the count we had been provided by the Bureau in Post Census Local Review. Comparing the block by block count of the blocks we had challenged, (with five or more missing dwelling units) the majority had not been corrected by the Bureau. Of the total 1504 blocks challenged, the Bureau corrected 522 blocks by adding units, but made no change to the others. The Bureau cited lack of time and geocoding errors to explain why no other corrections had been made. The net result of this time consuming, costly process was to add a mere 7,735 dwelling units to the City's housing unit count.

Overall, the Post Census Local Review Program in 1990 added approximately 80,000 dwelling units across the country, with over 40,000 of those units being added in Detroit and Cleveland. Clearly, this is a process which did not produce a significant benefit in terms of increasing the accuracy of the enumeration when we consider the costs incurred at both the federal and local levels. Therefore, the proposed Post Census Local Review program as envisioned by HR472 for 2000 would not be useful to increase the accuracy of the population count of the City of Los Angeles. It is, of course, an accurate national population count which is the key objective of the Census. As currently drafted, the City of Los Angeles cannot support

the Post Census Local Review Program as proposed in HR 472.

The 1990 census missed 3.8% of the population of Los Angeles, which was over 138,000 people. These statistics were contained in the Post Enumeration Survey data as reported by the Census Bureau in August 1992, in the Report of the Committee on Adjustment of Postcensal Estimates. The City's primary concern as we prepare for Census 2000 is to ensure that errors of this magnitude are not repeated. It is important to remember that 70% of the people who were not counted in 1990 were living in housing units that had been enumerated during the original census. Therefore, our primary focus for Census 2000 is to utilize methods that will enable everyone to be counted.

It is my firm belief that local governments should be involved at all stages of the process in assisting the Census Bureau in obtaining the most accurate count possible. The foregoing description explains that we need to evaluate which programs are most cost effective and beneficial in increasing the accuracy of the enumeration, and that there are limits to what Post Census Local Review can do.

The City of Los Angeles is participating in the Local Update of Census Addresses (LUCA) program. We recently sent a report to the Census Bureau after

comparing their address list with our own. We found 196,690 addresses which should be added to the Bureau's list. The Bureau will shortly be embarking upon their Field Canvass Program in Los Angeles to verify these additional addresses. In addition, the City is again conducting a "non-standard dwelling unit" survey with City employees to locate all dwelling units which do not have standard postal addresses. The LUCA 1999 data will be available in a few months and we will again match those addresses with our updated address list, including all new dwellings, and our non-standard dwelling units, and provide the information to the Bureau.

It is my belief that the LUCA program will have a tremendous impact on improving the ultimate population count for Los Angeles, because it allows us to provide input and corrections to the Bureau before the census mailing is completed. In addition, it is my understanding that the Bureau intends to provide local governments with weekly updates on the rate of census returns by block. That enables us to direct our outreach efforts at areas of the City that are not responding. In 1990, this information allowed us to identify an entire housing project of several thousand units that had not received census forms in the mail.

I believe it is more important to provide local leaders with current information on the progress of the Census count, as it is in process, instead of

providing summary data in August through a Post Census Local Review process. The Bureau should be able to provide, on a flow basis, the preliminary housing counts by block and response rates by block while the Non Response Follow Up program is being conducted. This will allow local governments to spot significant problems in time to allow enumerators to check and correct the discrepancies.

Let me make this emphatically clear - nothing will improve the quality of the Census better than allowing the Census Bureau to conduct the Integrated Coverage Measurement program to correct for census undercounts. The Census Bureau's professional staff is in the best position to evaluate the various techniques and strategies for conducting the Census. Let us not tie their hands by requiring the Census Bureau to use specific techniques which may not be the best means to accomplish our national goal - a complete and accurate census.

Finally, as one of the attorneys who represented the City in the recent decision of the U.S. Supreme Court in Department of Commerce v. United States House of Representatives, No. 98-404, decided January 25, 1999, it is important that the Committee be mindful that Justice O'Connor made it exceedingly clear that while sampling may not be used for purposes of determining the apportionment of the House, the statute requires the use of sampling for other purposes, such as the distribution of

federal funds. She also reiterated that Congress had determined that the Secretary retains the authority to determine the manner in which the decennial census is conducted.

Thank you very much for giving me an opportunity to present this testimony to the Committee. I will be happy to answer any questions you may have regarding my statement.

Mr. WAXMAN. I believe there are a number of ways we could solve the problems raised by local governments in an open and unprejudiced manner. If we had a discussion of these possibilities, it might lead to a solution that all of us could stand behind. Unfortunately, the subcommittee has precluded the possibility of rushing to a markup immediately after this hearing. And then, I don't know what the schedule was like today, but this was a hearing scheduled for 10 o'clock. I was prepared to be here at 10. I was informed the meeting was going to be put off. I got all of one—maybe 5 minutes notice that the meeting was already called to order. So I rushed from the floor and I have to rush back to the floor because we have a bill under consideration.

I want to thank all the witnesses that are going to be testifying today. I regret that I won't be here, but I'll have an opportunity to review your testimony. The chairman made a misstatement. I just have to respond to it. The Supreme Court did not settle the issue about sampling to get an accurate account. The court said you cannot use, by a narrow margin of 5–4, sampling in the census for the purpose of apportioning seats between the States. But the court was very clear in affirming that the law requires the Secretary of Commerce to use sampling where feasible for all other purposes. And that would seem to me to lead us to the situation where we're going to have two counts, two counts that will be submitted—one that will not be fully accurate in terms of apportionment between the States and another one for all other purposes that will be far more accurate. Perhaps we can change it and have one count that will be the most accurate count for all purposes. But I sense that that's not something that the majority is going to be receptive to because they want the least accurate count to be the one to apply for all purposes.

Mr. Chairman, I'm not going to be here for the witnesses. I don't think it really makes sense or is appropriate to rush to a markup. For myself, I'm just not going to be here for your markup. I don't know what other members are going to do. I don't see why we ought to even be participating in the markup the way we find ourselves today. If you go forward, you go forward. And I'll just deal with these issues as we get to full committee, still with the hope that we can talk and work together and try to get a bipartisan bill. If not, we'll fight the fights out in full committee. I'm not going to be here to fight in its subcommittee and I don't know what my colleagues are going to do but I don't know why they'd want to stick around, either.

So I yield back my time. I hope you'll let other members who want to make opening statements have that opportunity.

Mr. MILLER. Thank you, Mr. Waxman. One of the reasons it was delayed is that I was invited to go participate in the Congressional Black Caucus over at the Hyatt and I went over and participated in the panel. I felt it was worthwhile enough to delay the hearing for an hour.

Traditionally, as you know, we don't normally have all the members. Mr. Sawyer and Mr. Petri are going to be our opening panel. We have two new members, Mr. Ford and Mr. Ryan, and if they want to make opening statements, we'll do that. I hope it doesn't

mess up everybody's schedule too much. It won't take, hopefully, too long. Is that alright? OK?

Well, let me call on Mr. Ryan for an opening statement.

Mr. RYAN. Yes. Thank you, Mr. Chairman. First, let me start off by saying that we do want an accurate census. That's very important for us. The importance of a census to our system of government cannot be stressed enough. That is what all of us are after. It was specifically provided for in our Constitution. The founders of our country clearly felt that it was vital to ensure fair representation for the citizens of this country. Getting an accurate census count in the year 2000 will be of the utmost importance to the citizens of my home State of Wisconsin, which is why I'm very pleased to have a member of our delegation, Congressman Petri, here before us today. He knows this census process very, very well. He's been involved in it for a number of years. And he will be testifying with us today.

Congressman Petri played a key role in the 1990 census and I believe his input in planning the year 2000 census will be invaluable. So I hope members will stick around to hear his testimony.

It is the goal of this subcommittee to have an accurate census in the year 2000, as I mentioned, and the involvement of local governments is essential to the accuracy of our census. I am concerned, however, though, that efforts to make the upcoming census accurate are in question. Yesterday, we heard from the GAO with our high risk series in the full committee level. The GAO has labeled the 2000 census a "high risk" program based on information that the Census Bureau has not yet developed.

Now, the Supreme Court ruling that an actual enumeration is legally necessary in the census process requires the Census Bureau to shift its focus toward counting citizens rather than sampling. So, the question is, how are they going to get ready and work on enumeration?

The administration and the Census Bureau have chosen to disregard the Supreme Court's decision. That is very unfortunate. It is vital to the success of the Census Bureau to concentrate all of its efforts on one method of data collection to avoid any confusion and inefficiency.

It's already, you know, February 11th. We're less than 2 years away. According to the GAO, the state of the plan for the 2000 census is at risk for a number of reasons, not the least of which is a desire by the Census Bureau to pursue two methods of data collection or focus on obtaining two sets of numbers. Sampling is not an option, according to the Supreme Court. Our Constitution requires actual enumeration. The Supreme Court did specifically say that we must engage in enumeration for apportionment reasons. We are behind the eight ball right now.

It is time to turn our attention to a method that will actually help us achieve these goals. It is well within the ability of the Census Bureau to obtain more accurate numbers through a program focused on actual enumeration. A program focused on outreach and local government review will give us the accuracy we are looking for.

The bill proposed by the chairman of this committee lays out that kind of foundation for a successful census through actual enumera-

tion. This voluntary program, allowing the input of local governments serves as a check on that data. Local government officials know their jurisdiction, they know their areas, much better than any Washington bureaucrat does. So they are in the best position to point out the flaws in district maps or neighborhoods that are being undercounted. This would ensure that all people in their area are accounted for.

In 1990, when we did do this, it worked. And the Census Bureau utilized post-census local review. Approximately 16.3 percent of the eligible government units participated. It was very successful for the areas that chose to participate. Over 91,000 additional housing units were added. Participant cities, such as St. Louis, Milwaukee, in my home State, and Detroit were able to achieve a more accurate count for their populations through the use of post-census local review.

Local governments know how important an actual census number is to their representation. The local governments do not need an incentive program to increase their desire to have everyone counted. They just need the tools to make sure that it happens. That is the key in this bill and I think that's a very important part of this legislation that we're going to be marking up.

Now, the Census Bureau can do that by working with them to focus on areas that are typically undercounted. No one in this room wants a failed census. Your politics aside, we must do everything possible to ensure that the census is on the right track.

I would like to thank all of the witnesses for coming to the committee today and I look forward to their testimony. Thank you very much, Mr. Chairman.

Mr. MILLER. Thank you. Mr. Davis.

Mr. DAVIS OF ILLINOIS. Yes. Thank you very much, Mr. Chairman. And I also want to thank Mr. Waxman, the ranking member, for coming over to express his concerns.

Mr. Chairman, I agree that this is a long, important, and sensitive process and I appreciate your desire to move as expeditiously and as prudently as possible. But I must admit that I'm a bit concerned that you've decided to call this hearing today in the absence of our ranking member, Mrs. Maloney. The issue of the census and accuracy is too important to exclude major people who need to be at the table.

As we began the 106th Congress, the Republican leadership did so with the pledge of bipartisan cooperation. However, this hearing and the markup that is scheduled to follow do not strike a bipartisan note.

This issue of post-census local review is an important issue. However, this is not a new issue. As a matter of fact, it is an old issue with a troubled past. Thus, I look forward to hearing Dr. Bryant's comments on how this post-census local review worked in 1990.

As a former city councilman and a Cook County commissioner, I can really appreciate the presence of local governmental officials who are here today. Because this is really about resource allocation. And those who can get an accurate count can maximize their potential for Federal resources.

Consequently, those in urban cities and rural communities who are missed lose out because they really do not count. So the 100

million people—the 10 million people who were missed in 1990, many of them poor, were essentially told that you do not count. Their local governments were short-changed of valuable resources. In Chicago, the undercount was roughly 2.4 percent. And the African-American undercount was significantly higher, at between 5 and 6 percent.

After examining the issue of post-census local review, I am not convinced that this gets us to the ultimate objective of a fair and accurate census for America. Because this post-census local review looked at housing units on a block by block basis, I submit that instead of relying upon the counting of housing units, let's count all of the people. In fact, the number of localities participating in the post-census local review was minimal.

In addition, I am concerned that the costs borne by local communities will be very high. Also, I am concerned about accuracy because in 1990 about 12 percent of the 124,900 added to the census count were added erroneously. Nonetheless, I look forward to hearing from our expert witnesses and again, especially Dr. Bryant, who has devoted several pages to this issue in her book.

I believe that the legislation, H.R. 472, the Local Census Quality Check Act, which is scheduled for markup, is both unwarranted and dangerous. First, it is too soon to tell if the Address List Correction Act, which was passed in 1994, will lead to greater accuracy and address some of the concerns at the local level. Moreover, this legislation could hamper and burden the Census Bureau as they attempt to implement a model that works.

Finally, I believe that the legislation duplicates many of the activities already carried out in doing the pre-census local preview. I look forward to hearing from our experts how much of a burden this legislation will place on local governments. In addition, I look forward to hearing whether this legislation is really needed.

Again, I thank you, Mr. Chairman, and I have in my hand a letter that was written to you and to Mrs. Maloney from Mr. Prewitt who is Director of the Bureau of Census. I'd like to read into the record this letter if I might:

Dear Dan and Carolyn, I understand that the Subcommittee on the Census is holding a hearing tomorrow on H.R. 472 which would add a new section, 143, to Title 13 and require a post-census local review, PCLR. I also understand that the subcommittee intends to mark up the bill immediately after the conclusion of the hearing.

While I appreciate and understand the subcommittee's great interest in census operations, I am profoundly disappointed that the majority has apparently opted to pursue a legislative route to impose its judgments over the operational design judgments of the career professionals at the Census Bureau. In fact, the majority did not invite the Census Bureau to testify on this issue.

On January 14, 1999, the Census Bureau submitted to Congress a report, "Census 2000: Operation Plan," using traditional census-taking methods. The covering memo for the report noted that the career professionals at the Bureau have judged PCLR to be an ineffective way of improving census coverage.

This judgment reflects their experience with PCLR in the 1990 Census, which proved to be very expensive in both time and cost and provided very little improvement in accuracy. In fact, the operation only added 124,900 persons to the count, which is less than a 2-percent reduction of the gross undercount of roughly 8.5 million persons.

It also included high error rates and extremely high cost per case. As the Census Bureau and outside experts have recognized and advised Congress, the benefits of PCLR derived from local governments' information on addresses in that jurisdiction, particularly new construction. Such information can and should be used in the cen-

sus, but much earlier in the process than would occur on the PCLR. In our best judgment, the PCLR operation proposed in H.R. 472 would engage local governments in the wrong way and at the wrong time, as did the 1990 operation.

The Bureau continues to refine its operational plan in light of both the recent Supreme Court ruling and lessons from the 1998 dress rehearsals, including active consideration of new procedures to include in Census 2000 all new construction through March 2000. In that context, the Census Bureau is working on better methods for drawing on the expertise and information of local governments and to accomplish the benefits contemplated by PCLR.

I would strongly urge the subcommittee to take no legislative action before granting us the opportunity to explain our concerns and plans. Sincerely, Kenneth Prewitt, Director.

Mr. DAVIS OF ILLINOIS. Thank you very much, Mr. Chairman, and that concludes my opening remarks.

[The prepared statement of Hon. Danny K. Davis follows:]

STATEMENT OF DANNY K. DAVIS
"Examining the Benefits of Post Census Local Review"

Mr. Chairman, I am a bit concerned that you have decided to call this hearing today in the absence of our Ranking Member, Ms. Maloney. The issue of the Census and accuracy is too important to exclude major people who need to be at the table.

As we began the 106th Congress the Republican leadership did so with a pledge of bi-partisan cooperation. However this hearing and the mark-up that is scheduled to follow does not strike a bi-partisan note. This issue of post census local review is an important issue. However, this is not a new issue—it is an old issue with a troubled past. Thus, I look forward to hearing Dr. Bryant's comments and how this post census local review worked in 1990.

As a former City Councilman and Cook County Commissioner I can really appreciate the presence of the local governmental officials who are here today. Because this is really about resource allocation--- and those who get an accurate count can maximize their potential for federal resources. Consequently, those in urban cities and rural communities who are missed lose out because they really do not count. So the 10 million people who were missed in 1990 many of them poor were---essentially told you do not count. Their local governments were shortchanged of valuable resources. In Chicago, the undercount was roughly 2.4 percent and the African American undercount was significantly higher at between 5 and 6 percent.

After examining the issue of post census local review I am not convinced that this gets us to the ultimate objective of a fair and accurate census for America. Because this post census local review looks at housing units on a block by block basis. I submit that instead of counting housing units---let's count the people block-by-block. In fact, the number of localities participating in the post census local review was minimal. In addition, I am concerned that the cost borne by local communities will be very high. Also, I am concerned about accuracy---because in 1990, about 12 percent of the 124,900 added to the census count were added erroneously. Nonetheless, I look forward to hearing from our expert witnesses and especially Dr. Bryant, who has devoted several pages to this issue in her book.

I believe that the legislation---H.R. 472 the "Local Census Quality Check Act," which is scheduled for mark-up is both unwarranted and dangerous. First, it is too soon to tell if the Address List Correction Act which was passed in 1994 will lead to greater accuracy and address some of the concerns at the local level. Moreover, this legislation could hamper and burden the Census Bureau as they attempt to implement a model that works. Finally, I believe that the legislation duplicates many of the activities already carried out during the pre-census local review. I look forward to hearing from our experts how much of a burden this legislation will place on local governments. In addition, I look forward to hearing whether this legislation is really needed.

Again, thank you for coming today and I look forward to hearing your comments. Thank you Mr. Chairman.

Mr. MILLER. Mr. Ford.

Mr. FORD. Thank you, Mr. Chairman. I won't be long. I, too, am a little disturbed. You and I are friends. At least, I consider us friends. I know you don't normally operate this way. It concerns me a little bit that in light of this committee's history—a very interesting partisan history we have on the full committee—that we would start the year out on this note, start this session off on this note, particularly when there's ample time to have at least waited for Mrs. Maloney to have returned. It's not as if she's on vacation. She's leading a U.S. delegation at an international women's conference.

I think, compounding the fact I believe I'm still the youngest Member of Congress. Paul Ryan has about 4 months, I think, on your side. He made excellent and compelling points in his opening remarks and I am not one, Mr. Chairman, who has made up my mind on this issue at all.

But I would say to the chairman and to my friend, Mr. Ryan, whose family I met, I think, when they were out to dinner when he first got to Washington, that this is not the way we ought to go about doing this. Mr. Prewitt, who's the director? I know I see Steven Holmes has come into the room, the writer with the New York Times, his article this morning which I hope the chairman would allow me to introduce into the record, clearly states that the Director of Census would have loved to have been invited, to have at least had an opportunity to answer what I think are some pretty relevant questions.

I know that Mr. Waxman offered a piece of evidence that suggests that maybe the city of Los Angeles is not in lock-step with some of the California cities or local governments that would support your bill, Mr. Miller. But at least allow them to respond as to why they believe that this post-census local review is not cost-effective. If, indeed, it is cost effective and will allow us to have an accurate count, then it's something that I would be willing to support. It's just at this point it doesn't make a whole lot of sense.

I think all of us support fairness. An accurate count would certainly constitute fairness. But anytime that we can—particularly with this committee, Mr. Chairman, figure out ways to infuse at least a perception of fairness, I think we ought to be in the business of doing that. I think that all of us in the committee—and I do not excuse those on my side for helping to diminish some of the credibility of this committee over the last 2 years—but anytime that we can take steps to try to correct that and repair the image, I think we ought to.

I thank you for responding kindly to Mr. Davis' and my letter to come over to the Congressional Black Caucus Summit and provide some words or provide some guidance as to what the committee might be doing. But I do think we also have a responsibility to the Census Bureau itself to allow Director Prewitt—I'd love to hear him explain why is it that he doesn't support the legislation that you're offering, Mr. Chairman. I don't question the merits of your legislation because we are in opposite parties. You're a good man and I'm certain that you want a fair count and an accurate count.

But, it certainly raises suspicions on my side and doesn't do anything to foster the type of camaraderie—not to suggest that we

ought to be agreeing on everything, but at least be agreeable in our disagreements. And this—starting off this way doesn't do anything to add to that. It doesn't enrich, nor does it do anything to correct or repair or rehabilitate the battered image of this committee.

Again, I don't blame you guys solely for that. We certainly played a part in that, as well. And I hope my colleagues, Mr. Sawyer and Mr. Petri, do not take offense but I'm going to follow the lead of my ranking member on the committee, Mr. Waxman, and just simply refuse to participate on the grounds of process.

As a new member and a second-term member, I hope that we can all begin to work together and work together in better ways. Again, I don't expect you guys to agree with us or agree with me on everything, but at least let's agree on a fair and accurate process, much like the fair and accurate count, Mr. Chairman, that your bill seeks to make a reality.

As I close, I find it somewhat interesting in your letter, Mr. Chairman, that you talk about—and again, I don't think there is any animus on your part to hold this hearing without Mrs. Maloney but I do think it raises legitimate suspicions on my side. As you mention in your letter, as we juggle these busy schedules, as a member of six congressional subcommittees.

One of the issues we have in this Congress between Democrat and Republicans, an internal issue, is committee ratios. And with a six-vote margin between the two parties, the guys on my side of the aisle who are lucky to serve on one committee and have just one subcommittee. God bless you for having all those subcommittees.

You clearly possess all it takes to do those things, but to serve on Appropriations, chair this subcommittee and the Committee on Budget—as a member who had one committee for 8 months his first term in the Congress, you're a good man. I hope that one day I have the opportunity to have all of these responsibilities but I do hope that we, as we seek an accurate and fair count of the general public, that we also look at an accurate and fair count in this Congress and try to make sure that, to the extent that we can get along a lot better and work better together, that we do that.

Again, I apologize to Mr. Petri and Mr. Sawyer and hope that you get a chance to come back before the committee and I hope that we have an opportunity to invite Director Prewitt because I, too, want to hear, Mr. Chairman, why is it that he doesn't support this bill and why he thinks these are efforts to micro-manage preparations for the 2000 census. He's made some legitimate complaints and I think he ought to have the opportunity to answer those questions.

I apologize to my good friend and new colleague, Mr. Ryan, for having to start out this way. And to you, as well, Mr. Chairman, but I just won't participate. I hope my colleague, Mr. Davis, although he certainly has the right to start when he wants to, chooses not to participate either. And again, I thank you for the opportunity to have an opening remark.

Mr. RYAN. If I could, Mr. Chairman, may I ask a quick question? Were all of the witnesses that were requested by the minority approved?

Mr. MILLER. Yes. The minority asked for four witnesses and they were granted every witness they wanted. I thought that they might be asking for Mr. Prewitt to be here.

Mr. FORD. Unfortunately, I'm the least senior guy here on the committee, so I apologize for not having more influence in this process. But I'd say to my friend, Mr. Ryan, I've only been here 2 years, but it seems to me it would be logical to invite the director of the organization. The Census would implement this plan. You're not that new——

Mr. RYAN. I'm even newer.

Mr. MILLER. We need to move forward because there are a lot of witnesses and I'm disappointed that you're not going to be able to stay and listen to the witnesses because we have all the witnesses requested by the minority. I think you'd learn something from the witnesses. We have very distinguished panels, from a mayor and county official to several elected officials here. And I think if you want to object to or boycott the mark-up, that's one thing. But I'm disappointed that you don't want to listen to the statements from the different witnesses.

Mr. FORD. I apologize to all of them. It's just the process, Mr. Chairman.

Mr. MILLER. Let me also make a statement concerning Mrs. Maloney. I talked to her last week and we tried to juggle the schedule around her schedule. Congress is in session. We have to move. This is serious times and we have a very short timeframe. The census forms are going in the mail next month. And we can't just put this off for another couple weeks.

This is a process as we're going to have it into full committee. On the floor, there are going to be plenty of chances to debate this issue. Mr. Prewitt is going to be scheduled to a hearing with the full committee in the very near future.

Mrs. Maloney found time to fly back from the Hague to a political event in Virginia but she didn't find this as important, obviously. And that was her decision. But, you know, we're going to have, I think, a very good set of witnesses and then we have every witness the minority requested. We didn't object—and there aren't many cases that happens all the time.

We do have some good ones. We have two Members of Congress. I'm sorry you won't even give them the respect to stay here for it, but I think we would like to call the first two witnesses forward and I see Mr. Sawyer and Mr. Petri. They can come forward.

Mr. FORD. I'll talk to them on the floor. I'll see you on the floor, Tom.

Mr. MILLER. Thank you very much. I know one of your witnesses came from Los Angeles, so I'll give him the courtesy and I appreciate all the members here.

Colleagues, Mr. Petri and Mr. Sawyer, thank you very much for coming. Ten years ago you all were in part of this seat. Mr. Sawyer, you chaired the committee back then. Mr. Petri, I think you were the ranking member, is that right?

Mr. SAWYER. Not 10 years ago.

Mr. MILLER. Six years ago, OK.

Mr. SAWYER. That was Tom Ridge of Pennsylvania.

Mr. MILLER. OK, that's right. Now Governor Ridge. Let me welcome both of you and let's go with your opening statement, and Congressman Petri, if you'd like to proceed.

STATEMENT OF HON. THOMAS PETRI, A REPRESENTATIVE IN CONGRESS FROM THE STATE OF WISCONSIN

Mr. PETRI. Thank you, Mr. Chairman. Fellow colleagues. I appreciate the opportunity to talk about the importance of a post-census local review. As a member of the census subcommittee shortly after the 1990 census, I saw first hand the important role played by a post-census review in achieving an accurate count.

Clearly, the Census Bureau is staffed by a team of competent professionals and those individuals are augmented every 10 years by an army of committed, short-term workers. But no matter how qualified and how committed a team you assemble, no project designed to count 280 million people on a continental scale will ever be perfect. So there ought to be a mechanism available for a check, then a double-check, and maybe even a check again.

Now, it's been said by some that the era of big government is over. Yet, it's sort of symbolic of what we associated with the era of big government and arrogance in Washington that we can assume that a centrally planned and directed census could reach unerringly into every community and knock on every door. It's just not going to happen. Mistakes are inevitable.

We're fortunate enough to have at our disposal a resource capable of correcting these mistakes. Now, the resources are the local officials of our land. The committed professionals who live and work in our communities possess a knowledge and a perspective not even our best statisticians here in DC could match. So, we ought to encourage their participation and welcome their assistance. They have a strong incentive to have an accurate and complete count in their communities. And rather than having them knock on the door and trying to throw information over the transom, there should be an orderly process where they can look at what's been done in their communities and offer comments and corrections to it. My understanding is that that's what your legislation outlines.

A post-census local review acts like an independent audit, bringing in those individuals with an outsider's perspective and a specialist's focus to assure the Nation that nothing's overlooked.

The importance of such an audit hit home to me and to my constituents when a small town in my district, Montello, WI, received the preliminary census count for their community back in 1990. To the surprise of the residents of Montello, the Census Bureau reported they had several hundred fewer people than they expected, that their town had shrunk in size. This is quite an error for a town of 1,300 people. During the post-census review, the local officials were able to demonstrate that the census had missed an entire ward of the city. And that's happened in other instances in my district, as well. That ward was promptly added and the town was returned to its former status.

Such problems, if not caught, affect everything from Federal and State funding and political redistricting to the pride and self-image of communities across our land. The Census Bureau's decision to

provide no mechanism for review is either a sign of the Bureau's recklessness in addressing accuracy problems or a sign of its arrogance in believing that it can avoid all such problems in the first place.

So, I'd like to commend our chairman for having made a commitment to make available the resources necessary to make census 2000 the most accurate in history. A vital component in that effort is a post-census local review. So, I'd urge my colleagues to ensure its inclusion as a part of census 2000 by legislation, if necessary, or by decision of the Bureau itself.

Mr. MILLER. Thank you, Mr. Petri.

Now, Mr. Sawyer.

**STATEMENT OF HON. THOMAS SAWYER, A REPRESENTATIVE
IN CONGRESS FROM THE STATE OF OHIO**

Mr. SAWYER. Thank you, Mr. Chairman. It is a pleasure to be here with my colleague, Tom Petri, again on this topic and to see so many old friends at the witness chairs behind me.

If I could just step aside for a moment, I would urge you, Mr. Chairman, to involve the Bureau itself in this process. When we were doing oversight, it wasn't a matter of the minority requesting the Census Bureau to come before us. It was a matter of fundamental courtesy to the administrative agency that is responsible for this large and complex undertaking. If it were possible, I would hope that you could find the time to do that prior to a markup.

Having said that, I really want to thank you and the ranking member for inviting me to testify this morning. I know that your effort is well-intended and I welcome this opportunity.

Like your effort, the 1990 post-census local review was well-intentioned, but an ultimately flawed program to tap the knowledge of local officials in the final stages of the census. As a former mayor, I understand the importance of involving mayors and county supervisors and others to help identify obvious gaps.

The fact is, though, that in the end the PCLR in 1990 became a frantic attempt to make up for deficiencies in traditional counting methods. We found that the shortcomings of those methods were widespread and systemic and it was ultimately futile trying to find missing housing units and determine who lived there 6 months earlier in the final hours of the census.

The depth and the breadth of the undercount was an obstacle that late desperation in the guise of persistence simply could not overcome. You've heard some of the hard facts about PCLR. It cost nearly \$10 million; it added 125,000 people, some 12 percent of whom were simply wrong. It engaged only one quarter of the governments that were eligible to participate.

And as a result, recognizing that its counting efforts were falling short, the Census Bureau also initiated a re-canvas of selected neighborhoods in the late summer and early fall of 1990. In all, the Bureau visited 20 percent of all blocks in the country that second time. The combined effort increased the final census count by one-tenth of 1 percent.

When Tom and I got together, following the 1990 census to do our evaluation, we quickly came to the conclusion that building an accurate address list was an essential element to an accurate cen-

sus. And frankly, we were amazed to learn that each 10 years, the Census Bureau starts from scratch to build a new address list.

It was clear from our hearings that involving local governments in the development of an address list was critical. It was equally clear that in involving them so late, at the end of the process, in the frantic efforts to close out the census, produced headaches and inaccuracies for both the Census Bureau and local officials.

Early involvement was far better for both Census Bureau and local officials. Unfortunately, the condition of the laws at the time made that quite difficult and so, at the request of the Census Bureau and the Postal Service, we developed together the Address List Improvement Act to address these legal constraints.

By using this new authority, the Bureau's redesigned census relies on the knowledge of local governments to compile and verify a master address file of all housing units before the census starts. Unquestionably, this kind of accurate address list will substantially increase the likelihood that all households will receive a form and that enumerators will visit all those households.

Equally important—shifting a thorough review of the census and address lists to the front of the process will promote a higher quality census since information collected late in the process is unquestionably less reliable.

As the GAO and other evaluators have discovered, as information moves further away in time from census day, more and more mistakes are made and the quality of the data is greatly diminished.

I understand, Mr. Chairman, that your legislation to require a 1990's-style post-census local review and every census is a well-intentioned effort to bring knowledge of local officials to bear on the census process. That is an admirable goal and one that should run through all stages of censuses, including planning and preparation and through its implementation, not focused on the end of the process.

I really must strongly counsel the subcommittee against tying the Bureau's hands with specific operational requirements. Particularly, ones that run against the professional judgment of Bureau staff and may not be wise in the light of past experience.

In 1990, post-census local review held out great promise for local governments to improve the accuracy of a census that more and more Americans were beginning to shun. We face the same problem coming into 2000. In the end, for all of its efforts, the program didn't meet expectations. But even if it had, we cannot not automatically assume that a repeat 10 years later, based on a census whose design is grounded in the lessons of the 1960's, is justified.

This country is changing more profoundly and rapidly than we're able to measure. We will not be the same country in 2000 that we were in 1990 and we must be able to adapt our tools of measurement to accommodate that change. That's why the Census Act gives the Secretary of Commerce such wide latitude in determining how best to conduct the census.

Now, I agree with you that the Congress has the constitutional responsibility for taking the census and we should not look the other way while the Census Bureau plans each decennial count. But I would suggest that perhaps the most constructive role for Congress is ensuring that the Bureau is guided by sound scientific

and operational knowledge generated both from within the agency and outside experts and stakeholders. You and I may have differed on some of those details but I think we both have agreed on that fundamental principle.

Following the 1990 census, the Secretary of Commerce established an advisory committee comprised of a wide range of stakeholder organizations. That 2000 census advisory committee has prepared a final report that includes recommendations for improving the accuracy of the address file before the census and housing unit coverage during the census. The committee unanimously endorsed a focused, local review program that gives local governments an opportunity to review housing units at various levels of aggregation, depending on their ability to participate in the pre-census address compilation program.

The committee also endorsed a large, post-enumeration survey that can serve as the basis for correcting overcounts and undercounts in the census. We should not second-guess the advice of this broad group, nor the career professionals at the Bureau itself. Nor should we render their substantial effort meaningless by negating or modifying key elements of their proposals, which fundamentally have to work as a system, all together, and not as individual items.

I am really grateful to you, Mr. Chairman, for your continued focus and your detailed interest and I once again close by the plea that—as long as we’re mentioning Steven Holmes so much this morning, I refer back to an article that he wrote in November 1998 that was headlined “Census Chief’s Dream: Grand Tally Minus Politics.” I take that desire seriously. I know you do, too. The sidebar is a quote from him that says, “Leave us alone and let us do our job is a message to a glut of overseers.”

Thank you, Mr. Chairman, for allowing me to testify this morning. I look forward to answering any questions.

[The prepared statement of Hon. Thomas Sawyer follows:]

Government Reform & Oversight Subcommittee on the Census

Hearing: Reinstatement of Post Census Local Review
for the Decennial Census
Thursday, February 11, 1999

Statement of the Honorable Tom Sawyer

Mr. Chairman, I want to thank you and the Ranking Member for inviting me to testify before the subcommittee this morning on reinstating the post census local review. I welcome this opportunity.

The 1990 Post Census Local Review (PCLR) was a well-intentioned, but ultimately flawed, program to tap the knowledge of local officials in the final stages of the census. The Bureau hoped that mayors, county supervisors, and other local officials could help identify obvious gaps in the census counts and direct enumerators to specific neighborhoods where housing units may have been missed.

In reality, as time wore on, PCLR became a frantic attempt to make-up for deficiencies in traditional counting methods. Unfortunately, the shortcomings of these methods (later documented by independent evaluators such as the General Accounting Office and National Academy of Sciences, as well as the Bureau itself) were widespread and systemic. Trying to find missed housing units and determine who lived there six months earlier (on Census Day) was like looking for a lot of needles in a very big haystack.

Dr. Barbara Everitt Bryant, Census Bureau director during the 1990 count, told a congressional oversight panel in 1998 that PCLR was "a logistical nightmare and a public relations disaster." As summer faded, local officials in the hardest-to-count areas saw the writing on the wall as traditional methods failed to reach large numbers of households. They viewed PCLR as a final chance to make-up for disappointingly low mail response and painstakingly difficult follow-up efforts that would doom their communities to inaccurate counts. But the depth and breadth of the undercount (more than 8 million people were missed in 1990, according to Census Bureau evaluations) was an obstacle that desperation in the guise of persistence couldn't overcome.

The hard facts about PCLR tell the story. At a cost of \$9.6 million, PCLR added about 125,000 people living in 81,000 housing units. Subsequent evaluations estimated that 11.7 percent of the households added should not have been included. Of all local governments invited to participate in PCLR, only 25 percent (about 9,800 of 39,000) did so. Recognizing that its counting efforts were falling short, the Census Bureau also initiated a recanvass of selected neighborhoods in late summer and early fall of 1990. In all, the Bureau revisited 20 percent of all blocks in the country. The combined effort increased the final census count by one tenth of one percent.

The decision not to conduct a 1990-style Post Census Local Review in 2000 was neither arbitrary nor isolated. The Bureau's own evaluations clearly

showed that PCLR was not a cost-effective activity. In its comprehensive assessment of the 1990 census, the General Accounting Office concluded:

"During the final stages of data collection, the Bureau expends considerable effort to increase the population count, with limited success. The coverage improvement programs provide a vivid illustration of this problem. ...The results from 1990 also demonstrated that spending more time on fieldwork has questionable value. Extended reliance on field follow-up activities represents a losing trade-off between augmenting the count and adding more errors."

Altogether, the coverage improvement programs accounted for only one percent of the 1990 census count (or 2.4 million persons). Clearly, any redesign of the census process had to consider alternatives to lengthy and costly field operations that did little to reduce the chronic undercounting that plagued poor rural and urban communities and people of color overall.

As Tom Petri and I conducted our evaluation of the 1990 census we quickly came to the conclusion that building an accurate address list was an essential element to an accurate census. Frankly, we were amazed to learn that each 10 years the Census Bureau starts from scratch to build a new address list. It was clear from the two hearings we held on post-census local review that

involving local governments in the development of the address list was critical. It was equally clear that involving them at the end of the process in the frantic efforts to close out the census produced headaches for both the Census Bureau and local officials.

Working with the Census Bureau, we came to the conclusion that involving local governments early in the process of developing the address list was better for both the Census Bureau and local officials, but that the confidentiality provisions of Title 13 U.S.C. made that very difficult. In addition, the Postal Service told us that the statutes governing their operations complicated providing addresses to the Census Bureau. At the request of the Census Bureau and the Postal Service we developed the Address List Improvement Act to address these legal constraints.

At the request of Congress and the Bureau itself, the National Academy of Sciences convened two expert panels to conduct a comprehensive review of the census process. Legislation mandating one of those reviews asked the panel to study ways to improve direct enumeration methods, alternative methods for collecting the basic population data, and the appropriateness of using sampling methods in combination with direct counting techniques. In relevant part, the Panel on Census Requirements in the Year 2000 and Beyond concluded that: "It is fruitless to continue trying to count every last person with traditional census methods of physical enumeration. Simply providing additional funds to enable

the Census Bureau to carry out the 2000 census using traditional methods ... will not lead to improved coverage or data quality. ... [P]hysical enumeration or pure 'counting' has been pushed well beyond the point at which it adds to the overall accuracy of the census. Moreover, such traditional census methods still result in a substantial undercount of minority populations."

With guidance from the Academy panels, the GAO, the Commerce Department's Office of Inspector General, and congressional oversight and funding committees, the Census Bureau re-engineered the census process to meet the overarching goals of increased accuracy and cost containment. The Census 2000 plan it unveiled in February 1996 incorporates new approaches for developing a complete file of the nation's residential addresses and as I mentioned earlier, legislation enacted in 1994 allowed the Bureau, for the first time, to share address information with the U.S. Postal Service and local governments.

Using this new authority, the Bureau's redesigned census relies on the knowledge of local governments to compile and verify a Master Address File of all housing units before the census starts. Unquestionably, an accurate address list will substantially increase the likelihood that all households will receive a census form and that enumerators will visit all households that fail to respond by mail. Equally important, shifting a thorough review of address lists to the front of the process will promote a higher quality census, since information collected late

in the census is unquestionably less reliable. As the GAO and other evaluators discovered, as the information-gathering moves further away in time from Census Day, more and more mistakes are made, and the quality of the data greatly diminished.

We also have to face a difficult fact. Some local governments are not well-positioned to provide reliable data on their housing stock. They may lack fiscal resources, technical expertise, or accurate administrative records. As recently as March 1998, the Commerce Department's Acting Inspector General observed that "on balance, local [address] lists add more error than they correct." There simply comes a point when too many cooks are stirring the pot, and the Census Bureau must be able to exercise its professional judgment in deciding how best to compile a comprehensive address file that follows consistent definitions of what constitutes a housing unit.

For jurisdictions that have the capacity to review and confirm a large set of address information, the pre-census activities offer the best opportunity to get it right. Once they do, a 1990-style review after non-response follow-up is completed will do little to address the problem of undercounting that experience tells us is inevitable. If the Bureau starts with an address file that incorporates as much knowledge as local governments can offer, there is no reason to believe that these same governments can improve the search for housing units six months after Census Day. A more constructive approach, in my opinion, would

be for the Bureau to provide local governments with frequent reports on the progress of the count as the census unfolds. That way, working together, the Bureau and local officials can pinpoint neighborhoods where response is low and develop targeted efforts to reach those unresponsive households.

I understand that Chairman Miller's legislation to require a 1990-style post-census local review in every census is a well-intentioned effort to bring the knowledge of local officials to bear on the census process. That is an admirable goal and one that should run through all stages of census planning, preparation, and implementation.

But I must strongly counsel the subcommittee against tying the Bureau's hands with specific operational requirements, particularly ones that run against the professional judgment of Bureau staff and may not be wise in light of past experience. In 1990, post census local review held out great promise for local governments to improve the accuracy of a census that more and more Americans shunned. In the end, the program didn't meet expectations. But even if it had, we cannot automatically assume that a repeat ten years later is justified.

This country is changing, more profoundly and rapidly than we are able to measure. We will not be the same country in 2000 that we were in 1990, and we must be able to adapt our tools of measurement to accommodate that change.

That is why the Census Act (title 13, United States Code) gives the Secretary of Commerce wide latitude in determining how best to conduct the census.

Congress still bears the constitutional responsibility for taking the census, and I do not mean to suggest that we should look the other way while the Census Bureau plans each decennial count. Perhaps the most constructive role for Congress is ensuring that the Bureau is guided by sound scientific and operational knowledge, generated both from within the agency and from outside experts and stakeholders.

Following the 1990 census, the Secretary of Commerce established an advisory committee comprised of a wide range of stakeholder organizations. Local and state elected officials, civil rights advocates, scientific disciplines and data users, community service providers, veterans and senior citizens, educators, and the business community are all represented on the committee. These stakeholders have worked tirelessly over the course of this decade to master the intricacies of census-taking and recommend ways to improve the process based on their own unique perspectives of the diverse nation we are trying to measure.

The 2000 Census Advisory Committee has prepared a final report that includes recommendations for improving the accuracy of the address file before the census and housing unit coverage during the census. The committee

unanimously endorsed a focused local review program that gives local governments an opportunity to review housing unit counts at various levels of aggregation, depending on their ability to participate in the pre-census address compilation program. The committee also endorsed a large post-enumeration survey that can serve as the basis for correcting overcounts and undercounts in the census. Clearly, this diverse group of stakeholders recognized both the potential contribution of local governments in improving the coverage of households, and the limitations of this effort with respect to addressing the persistent problem of differential undercounting.

This committee and other advisory panels focusing on populations of color and relevant scientific disciplines have provided a valuable and necessary check on the Census Bureau's work. Their continual oversight and guidance ensures that the 2000 census plan represents the collective knowledge of the broad community of stakeholders. Congress should encourage the Bureau to incorporate as many recommendations from these key stakeholders as is operationally and technically possible. But we should not second-guess the advice this broad group has issued, nor should we render their substantial effort meaningless by negating or modifying key elements of their proposals.

The subcommittee can make a further contribution to the process, I believe, by encouraging the Bureau to consider the feasibility of these stakeholder recommendations quickly and to implement those proposals that are

likely to improve the accuracy of the census. Tying the Bureau's hands with specific statutory requirements for a housing unit check may irreversibly damage a process that by its very nature must be as pliable as it is intricate, and as forward-thinking as it is grounded in experience and history.

Again, thank you Mr. Chairman for allowing me to testify this morning. I look forward to answering any questions that you or the members of the Subcommittee might have.

Mr. MILLER. Thank you, Mr. Petri, Mr. Sawyer. We are getting very close to the beginning of the census. The forms go in the mail——

Mr. SAWYER. It's true, but the forms are not going in the mail next month.

Mr. MILLER. A year from now and, you know, we don't have a plan. In the fall of 1997, in the Commerce-Justice-State appropriation bill, there was money provided and a requirement that it prepare for two tracks. And last year, during the appropriation process, I was at a hearing with Secretary Daley, and they said, "Where is our plan? We paid for a plan." We still do not have a plan.

In fact, I saw Dr. Prewitt this morning and you know, hopefully we'll get one next month. I mean, we're getting dangerously close to starting this process. The Bureau has spent the past years on an illegal plan. You know, we said it was illegal back during that Commerce-Justice debate in the fall of 1997. Six Federal judges last summer said it was illegal. And, the Bureau kept moving full speed forward on an illegal plan. And, if we're going to have a successful census, we can't just keep, you know, putting off the decision. And that's the reason we need to move forward on this.

And on this post-census local review, I've had two field hearings: One in Miami and one in Phoenix. And, a lot of the witnesses here are local officials from cities and counties. And basically, I'm hearing from all of them, "We want to have a chance to check it after the fact." And it's hard for me to understand why—I know it'll be a pain for the Census Bureau. I will admit that it's a pain to have to do that. But we all have audits on our books and such. I mean, we expect to have some checks. You know, they're not perfect.

I don't see where anybody would object. You're a city councilman and county commissioner. I mean, there's only one component but it really gets back to the issue of trust. I mean, you're more familiar with what happened in 1990 than I am. But, you know, this one is already tarnished because of the partisanship and the bottom line—we want to count everybody. I have proposed in my plan that we'll spend all of the money and resources we need. I'm tossing out ideas. The Census Bureau, they're saying, "Well, maybe next month we'll get a plan to you." I mean, that's basically what we're told. That's wrong. We should have had the plan last summer. Not in March or April of the year before we do it.

And so there's our frustration, and as I say, Mr. Prewitt will be before the full committee soon. They're working on a date with Secretary Daley before the Appropriation Committee on which I serve.

So, I just don't understand, you know, why anybody would object to it. \$10 million on a \$5 billion thing? I mean, you can't say it's a cost factor. I mean, you know, \$10 million is real money, I would agree, but to help build the trust and confidence in itself, you know, I just don't understand what the objection is, besides it's the pain and the Bureau doesn't want to have anyone looking over their shoulder after the numbers. But when you have an illustration like Congressman Petri has, a very specific small town, Mayor Archer was saying how 45,000 people were added. Don't those people count?

Mr. SAWYER. Mr. Chairman, those people absolutely count. I have two examples from my own district of exactly the same kind of thing. They were discovered in post-census local review. They would have been discovered using the process the Census Bureau proposes ahead of time and would not have engaged in the kind of costly and desperate efforts to correct at the end.

I don't think there's anybody here, as Mr. Ryan said, who is not entirely for the most accurate census that we can possibly muster. But I must reiterate again that having the Bureau here—it would really be the people to talk to about a planning process and an implementation process. Not me, not Tom. But the Director of the Bureau that is responsible for it.

So, before you mark up this bill, I would hope that you would take advantage of that most basic expertise that most people around the world concede makes the U.S. Census Bureau the most extraordinary demographic statistical agency ever devised by the mind of humankind.

Mr. MILLER. Thank you. We have a number of elected local officials here. A mayor of Richmond, a county commissioner from Palm Beach County, FL, so we have some other local officials. And they're the ones that have to implement it. So, we're anxious to hear from them. And with that, I will call on Mr. Davis.

Mr. DAVIS OF ILLINOIS. Thank you, Mr. Chairman. And let me just say that I share your concerns about planning. I've always been told that he who fails to plan, plans to fail. But it's also difficult to plan if you don't know what the playing field is going to be and if you don't know what you're going to be playing with. Whether you're going to be tossing one way or going another way, or what the guidelines and parameters are.

And, so it seems to me that every time the Census Bureau gets ready to move, here comes another idea, here comes another possibility. I'd hate to be in that position trying to make a firm determination.

I've only got two questions. One, Mr. Petri, you talked about this particular town and these people who were missed. When they were found, I mean, were they listed any place? Or did you discover what had actually happened or why they were missed?

Mr. PETRI. Well, I think they just somehow left out a ward. They didn't realize it was part of the town and thought maybe it was part of the county and it didn't get counted and it wasn't included. When they looked at the numbers they said, no, we know we have more people here in Montello.

Mr. DAVIS OF ILLINOIS. Were they listed in the county?

Mr. PETRI. No, they just dropped out of the system. It happened earlier in the 1980 census in Markizan, where they missed about 25—there were four wards; they missed one ward.

I don't know if they were, you know, counted at some stage in the process and then the paper got lost or misfiled, or mistabulated by the Census Bureau or whatever, but it does provide a chance for the local people who know what the facts are or pretty close to the facts, to see a number and they say, "This can't be."

To have some process for them to be able to correct that or have a chance to be heard and if they can make a legitimate case, then have it corrected. Rather than being told, well, too bad. We're from

Washington and we did the best we could and you just fell out of—you know, this happens to people in this big country of ours. That's not what we want to convey if we can avoid it.

So, providing for some mechanism—you know, Tom said that the study commission does provide for some post-census audit, maybe not as necessarily an absolute requirement, but as a feature of what they feel would be a good procedure.

So, I'm not sure the differences here are all that great. My understanding is that the chairman's bill basically tries to codify the procedure that was followed in the last census. The experts evidently met and referred to that and said this would be a good practice, to have some procedure. So it sounds like we're fishing around to find parts and differences about something that may not really be that great.

I'm concerned, though, that at some point we should be thinking about trying to simmer down on all of the shooting back and forth and worry about building trust in the census process. Because at the end of the day, for it to work, however it's done, it's going to require a confidence on the part of the American people to voluntarily participate and step forward. We had lots of hearings about that. We're very concerned that people realize that any data that goes into the census that they tell is absolutely private and cannot be used for law enforcement or for other reasons. That has to be communicated to people over and over again so they know this is not an inspection. This is a census because the data itself has great value to our country, both for our democracy and for our economy. Relying on the government, isn't going to work as well as it would work if all Americans would voluntarily stand up and be counted. And, it's part of your obligation. You have a few obligations as a citizen, in addition to rights, and one of them is to participate in the census every 10 years. You benefit as a citizen. Our whole country benefits by people assuming that small degree of responsibility.

Mr. SAWYER. Let me second that. There is no single commodity that is more critical to the success of any census than the confidence of the citizenry of the country. Every resident of this Nation needs to feel confident that they can be counted and be counted in total privacy and confidentiality. It was why we took such care in putting together the address list legislation, so that in working together with the Postal Service, for the first time in the 200-year history of the Nation, that people could have confidence that their confidentiality was protected. Nothing, I think, in the end, is more important than that.

Let me just add an observation. Those two words, "trust me," are certainly something that sends shivers up and down the spines of many Americans. The other two words are "micro" and "manage." [Laughter.]

Striking a balance between those two is really what the oversight process is all about.

Mr. DAVIS OF ILLINOIS. Mr. Chairman, I just have one question for Representative Sawyer, if I could. You're recognized as a real expert in this business. I mean, you were chairman of the subcommittee in 1990, plus you've devoted a tremendous amount of

your own time to actually digging into it and trying to understand it.

Mr. SAWYER. As most of us do in areas that we focus on——

Mr. DAVIS OF ILLINOIS. After all the reviews after the 1990 census, less than 125,000 people were added. You've looked at 472. Are you optimistic that if it was implemented that we'd be adding much or changing much or——

Mr. SAWYER. I believe very strongly that local government involvement early and continuously throughout the process is critically important to its success. Building in an entire post-census local review as the vehicle to achieve that local involvement, I think, places great risk on the single asset that is in shortest supply after the completion of the count. That is, time. Because the Bureau and the Commerce Department are mandated constitutionally to bring the process to a close and to transmit numbers to the Congress by December 31 of the census year.

Moving that local involvement much more deeply into the process early and throughout, I believe, would have found not only most of the mistakes that were found in post-census local review, some of which were fraught with mistakes themselves, but would have helped to diminish the mistakes that were systemically built into the actual conduct of the census throughout. It would have given the time necessary to do the real fine combing of the numbers at the end, rather than being preoccupied with what turned out to be a desperate effort to correct what was by then clearly understood to be a profound undercount in the census.

Mr. DAVIS OF ILLINOIS. Gentlemen, I thank you very much and Mr. Chairman, I have no further questions.

Mr. MILLER. Thank you. I will start going on this 5-minute rule when we get to the next panels, too. We would now call on the other members of the committee and we're going to—if you don't have any questions now. We have three more panels with some really good witnesses, too. It's not a problem if you pass.

Mr. SAWYER. Mr. Chairman, I would strongly suggest that the people sitting behind me can answer many of the questions that you have——

Mr. MILLER. Right.

Mr. SAWYER [continuing]. And while we can offer opinion and experience from 1990, they bring a good understanding of where we have been and where we are going.

Let me reiterate one more time, however, the people who know it best are the Bureau and if you can't have them before this subcommittee, I would strongly urge you to have a full committee hearing. Because to proceed with this without hearing from the Bureau, I think, would be a mistake.

Mr. MILLER. Mr. Doolittle.

Mr. DOOLITTLE. Thank you, Mr. Chairman. As important as the census has become, I would think it would be extremely important to have some ability for local communities whose vitality in many cases depends upon the outcome of the census. They ought to have some way to examine these numbers and make sure that something hasn't been missed. And it seems to me that's the procedure that you're advocating.

I mean, I represent eight counties and a number of small communities in northern California and I tell you, I just think it's inherently fair and appropriate that the local communities are being counted in many cases by outsiders, or directed by outsiders, that they ought to be able to examine those numbers and make sure that everything got counted and is appropriate and I assume we'll hear directly from representatives of various communities, perhaps to that effect.

I know the Census Bureau or I understand they don't like this because they've got the countdown and they want to move on to finalizing it. But it does seem to me that this is just an inherent element of due process, I think. And Mr. Petri, I might just ask you, when this happened the last time, I mean, this was able to be done and it didn't destroy the system, did it?

Mr. PETRI. Not at all. And I think for the census to work well, you want the active cooperation of local officials and to get that they have to figure that putting some effort into this process is worthwhile. And whether they put the effort in or not, it's not really going to make any difference because if the number's wrong, they can't correct it or they have no assurance that they're going to be able to correct it, I think this would undermine the atmosphere that you need to have to elicit as much voluntary cooperation throughout the process. I have no objection and I think they certainly should be working very closely for a prolonged period with local officials. But assuring that at the end of the process they have an opportunity to take one last kick at the can to make a case if they think something's undercounted and have people review the numbers. Seems to me to be fundamental in order to maximize voluntary cooperation and the feeling that their involvement will make, or has the potential of making some difference. It's not a waste of time. It's not going to be decided somewhere else if they find some mistake, they can actually influence the final number.

Mr. DOOLITTLE. Thank you and thank you, Mr. Chairman.

Mr. MILLER. Mr. Ryan.

Mr. RYAN. Well, I'd like to direct my questions toward my colleague from Wisconsin, Mr. Petri. You must be very proud of Wisconsin now because, you know, in 1990, I believe, Milwaukee, WI recorded some of the highest mail response rates in the country.

I'd like to draw upon your experiences from the 1990 census and ask you how did you encourage local officials to participate in the post-census local review effort? What was the response you got from the local officials? What is your opinion, how can we improve that? How do we, as Members of Congress, communicate that? How can the Census Bureau get these folks involved so we can get this accurate census? Just based on your experiences, how do you think we can address that?

Mr. PETRI. No, I think it's very important. Wisconsin is proud of the fact that we participate in the census enthusiastically and completely and, in fact, I'm told that if they had implemented—and I'd be happy to stand corrected—but if they had implemented in the last census the adjustment process and would have provided for adjusting down, as well as up, they would have actually adjusted our number down, even though no one disputed that we had an actual overcount.

The mayor of Milwaukee, Mayor Norquist, made it a major objective of his administration to fully participate; our Governor did; local officials throughout the State did; the Members of Congress in both parties and Senate from our State sent out frequent newsletters and public service announcements on the radio. We've got the television stations to cooperate with public service announcements, making it very clear to people that there was no risk and there would be a reward for their communities and their State in participating fully and enthusiastically in the census and it was part of their duty as a citizen to do that step.

And, I think the word got out quite well and we recruited actively, tried to get a lot of qualified, retired people from various communities to work part-time organizing the census as various outreach efforts into different communities in our State and that was very successful, too. We got a lot of good, local talent and they're already coming forward again. They may be to your office, as well, saying "I participated in the census 10 years ago and I'd like the opportunity to do it again, but you know, I keep calling that 888 number and no one answers. I get a recording."

Mr. Prewitt, I wanted to try that number myself and see.

Mr. SAWYER. They ought to call him and ask him about that.

Mr. PETRI. Yes.

Mr. SAWYER. One more point.

Mr. RYAN. Sure.

Mr. SAWYER. A very brief addition to it. I think Wisconsin was a signal effort and an indication to the rest of the country of what could have been done and what needs to be done in 2000.

Much of what happened in Wisconsin was reflected in similar kinds of efforts throughout the Midwest. We had great difficulty not for lack of effort, but lack of success on both coasts of the United States, people have posited the reasons for that. Some of it cultural. There are a variety of things. It appeared to have little to do with income or anything else. There was an underlying difference in terms of rate of participation.

Even that notwithstanding, however, and all of the effort that was put in Milwaukee, Milwaukee continued to have an undercount that was twice the statewide average. That ought to be of concern to all of us. Because it means that there is a disproportionate undercount of various populations and when we wind up with that, we wind up with people who simply begin to disappear and who are not fully counted and fundamentally don't function as full citizens as those who are fully counted do.

Mr. RYAN. What do you think that the source of that problem may be? And Congressman Petri, when these advertisements were conducted, when the promotional activities were done, were confidentiality and privacy issues at the forefront of the public service announcements? And were those issues addressed right away so those concerns were allayed?

Mr. PETRI. Absolutely. We made it very clear and the Census Bureau took the lead and developed various models and had put various announcements out there that the law prohibited this data to be used for anything other than census purposes. And that is a principle that has existed, I think, if not from the beginning, for a very long time. We underlined it repeatedly and I think you can't

just say it once. I think finally we got the message out there that this, in fact, was the case and people relied on it. I think that trust has been maintained. I don't know of a single instance anywhere in the country where the census bureau data has been misused for other purposes.

Mr. RYAN. Good. Thank you very much.

Mr. MILLER. Mr. Souder.

Gentlemen, thank you very much for being with us today. We appreciate it. Sorry for the delay.

Mr. SAWYER. Thank you very much, Mr. Chairman.

Mr. MILLER. And I'm sure we will continue to get your insight and advice as we go along.

Mr. SAWYER. Thank you, sir.

Mr. MILLER. We'll move right on to the next panel. I'd like to call Mr. Blackwell, Mr. Kaine, and Commissioner Roberts. Mr. Whitener is ill this morning and today and so he is unable to join us, and Mr. Bourey from Phoenix has to catch a flight, so we're going to ask him to join this panel, if that's OK. And if the four of you all would come forward and then I would have you take a seat because I'd like to call on my colleague, Mr. Foley, to make a special introduction.

Well, we thank the four witnesses for being here today and before we go with your opening statements, we have one of our colleagues, my colleague from Florida, Mr. Foley, who wants to make a special introduction of one of the witnesses. Mr. Foley.

**STATEMENT OF HON. MARK FOLEY, A REPRESENTATIVE IN
CONGRESS FROM THE STATE OF FLORIDA**

Mr. FOLEY. Thank you very much, Mr. Chairman. And I do want to take a moment to introduce to the panel a distinguished public servant, serving now in her 12th year on the Board of County Commissioners and a former mayor of the city of West Palm Beach, one of the largest—in fact, the largest city in Palm Beach County, the honorable Carol Roberts.

She brings powerful testimony to the benefits of the bill being considered by your committee today. Of course, I'm speaking of the issue of post-census local review, a procedure that allows local officials the right to review census results and inform census officials of the errors missed or undercounted by the census. In 1990, the census missed over 20,000 people in Palm Beach County. In the city of Green Acres alone, 10,000 people were not counted, mostly because the seasonal residents were out of town.

Luckily, post-census review by local officials like Commissioner Roberts helped correct the undercount. So, I believe she will be able to provide extremely important and valuable testimony and I welcome her to our capital city. Thank you, Mr. Chairman.

Mr. MILLER. Thank you, Mr. Foley. Thanks for being with us here today. I'd like to ask all four witnesses if they'd stand and we'll swear you in for your testimony.

[Witnesses sworn.]

Mr. MILLER. And we will begin now with opening statements. And because of his need to catch a flight, if no one objects, we'll go with Mr. Bourey, who testified with us about 10 days ago in Phoenix, AZ. And so, welcome.

STATEMENTS OF JAMES BOUREY, EXECUTIVE DIRECTOR, MARICOPA ASSOCIATION OF GOVERNMENTS; KENNETH BLACKWELL, SECRETARY OF STATE'S OFFICE; TIMOTHY M. KAINE, MAYOR, CITY OF RICHMOND; AND CAROL A. ROBERTS, COUNTY COMMISSIONER, PALM BEACH COUNTY, FL

Mr. BOUREY. Thank you, Mr. Chairman, committee members, and thank you four panelists for allowing me to go first so I can catch what is, basically, the last flight out today to Arizona.

I'm the executive director of the Maricopa Association of Governments, a body that represents 24 cities and towns, 2 Indian communities, and 1 county in the Phoenix metropolitan area. I also serve as representative of the International City-County Management Association on the Census Advisory Committee. ICMA members represent more than 3,000 local government units in the United States. I've also been asked by the National Association of Regional Councils to represent them, as well, on census issues.

I appreciate the opportunity to be with you here today to present testimony. I strongly support the reinstatement of a post-census local review for census 2000. I cannot see why anyone would object to providing local governments the opportunity to obtain a more accurate census count. I work in a 9,200-square-mile area with almost 3 million people. Since 1990, we've added 683,000 new residents, more than the population of Washington, DC. While the Census Bureau is compiling its master address list during the next year, we could be adding more than 40,000 new housing units. A post-census local review provides a safety net for identifying recently constructed units. The two maps that were provided to the committee members earlier today demonstrate some of the magnitude of growth in our region.

Much has been made about the limited participation in the post-census local review program in 1990. In Arizona, however, out of the jurisdictions surveyed by the Department of Economic Security, 44 out of 49 participated. I also believe that many more jurisdictions actually participated than statistics would suggest. Many jurisdictions reviewed preliminary counts and they didn't find the need to make an adjustment. In our region, post-census local review resulted in the addition of 3,690 dwelling units and by our estimation, almost \$37 million in Federal and State funds came about because of that.

Our cities were really satisfied with the outcome of the post-census local review process in 1990. While it added about a percent to the region, some cities increased very significantly. Many cities have expressed that support for the program.

Some argue that a post-census local review is not necessary because the Census Bureau is providing local communities an opportunity to recommend updates to the address list prior to the census. And we commend the Census Bureau for that, for this pro-active stance. But we believe the post-census review is also needed.

The total reliance on the update process, the address update process, could lead to serious undercounts for several reasons. Many local governments in the United States are not participating in a LUCA Program, either because they are unaware of it or be-

cause they don't have resources to be able to participate or it's so far ahead of the census.

Second, there's a massive number of changes that need to take place in the address file and that's going to make it very difficult for the Census Bureau to incorporate those changes and make sure all the housing units are accounted for. One of our cities has 50,000 housing units that were listed. We have to add 22,000 housing units to that 50,000. So, the changes are very, very significant.

In addition, the limited timeframe that our local governments have had to review the address file, 90 days for the mail-out mail-back, and only 43 days for the update leave, may preclude some of them from identifying missing units.

Should post-census local review be reinstated, I would expect a significant participation rate from local governments because this technological enhancement since the 1990 census will make it far easier for them to identify the discrepancies.

Many jurisdictions will already have had a start on the review because of the address file review that will have been taking place. Substantial publicity over the sampling debate and the billions of dollars that are at stake for census 2000 have made many local governments more aware of the importance of an accurate count.

And finally, the efforts by local governments to advocate a post-census local review will create a momentum that, I think, will lead to their participation.

While carrying out a post-census local review is certainly desirable, it needs to be accompanied by other census programs. I support additional resources for the census as long as those resources are deployed wisely. Increasing funding for programs that encourage people to fill out their census questionnaire will not be successful, however, if they don't have the census questionnaire to begin with. More resources are needed immediately to better enable the Census Bureau to assemble and verify the units on the master address file.

At a census 2000 roll-out meeting in Phoenix on January 27, I heard Census Director, Ken Prewitt, remark that the census is like a portrait of the American family with all its dimensions and diversity. Without a post-census local review to help achieve a more accurate census, this family portrait, I feel, will be incomplete.

Mr. Chairman, committee members, thank you very much for accommodating my schedule and providing an opportunity for me to testify. I'd be happy to answer any questions that you might have.

[The prepared statement of Mr. Bourey follows:]



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 mag@mag.maricopa.gov

**Testimony to the House Committee on Government Reform and Oversight's
 Subcommittee on the Census**

by
**James M. Bourey, Executive Director
 Maricopa Association of Governments
 February 11, 1999**

A Case for a Post Census Local Review

Thank you Mr. Chairman and Members of the Committee. My name is Jim Bourey. I am the Executive Director of the Maricopa Association of Governments which represents 24 cities and towns, two Indian Communities, and one County in the Phoenix metropolitan area. I also serve as the representative of the International City/County Management Association (ICMA) on the Census 2000 Advisory Committee. Local government administrators representing more than 3000 units of government local government in the United States. I have also been asked to represent the National Association of Regional Councils on the Census.

I appreciate the opportunity to be with you today to present testimony on proposed legislation pertaining to Census 2000. I would like to be very direct from the outset in wholeheartedly supporting the reinstatement of a Post Census Local Review for Census 2000. While I have heard arguments questioning the need for and effectiveness of a Post Census Local Review, I cannot see why anyone would object to providing local governments, whose constituents we both represent, the OPPORTUNITY to obtain a more accurate census count.

I work in a metropolitan area whose population is approaching 3,000,000 in a 9200 square mile area. One of the most challenging aspects of achieving a successful census in our region is our rapid growth rate. Since the 1990 Census, we have added 683,000 new residents, more than the population of Washington, D.C. today.

Over the next 12 months the Census Bureau will be compiling and refining their master address list that will be used to distribute census questionnaires. During that time period we could be constructing as many as 40,000 additional housing units. A Post Census Local Review provides one method for identifying housing units that may have been missed because they were never included in the Census Bureau's address list.

Comments have been made about the level of participation in the local review program in 1990 and the cost of carrying out the program. In Arizona, however, data provided by the Department of Economic Security, indicates that 44 out of 49 jurisdictions surveyed participated in the local review program. But even those who did not participate in the program, were given the OPPORTUNITY to participate and to achieve a successful census.

I also believe that many more jurisdictions participated in the Post Census Local Review Program than statistics would suggest. For many jurisdictions, their review of the preliminary housing unit count before the final census tally did not show the need for the addition of missed housing units. But these jurisdictions did participate in local review and had an opportunity to identify missed housing units.

In our region, local review resulted in the addition of 3690 housing units. With each housing unit counted estimated to bring our local governments \$10,000 in federal and state funds in the decade after the census, those units represent \$36,900,000 in funds. It is pretty easy to see why local governments support a program which provides such financial benefits.

Discussions with staff of cities within our region who actively participated in the 1990 Post Census Local Review, indicate that they were satisfied with the outcome of the local review process. While local review added .4 percent of units to the region overall, that figure does not reflect the higher percentage of units added in specific cities within the region. Some cities increased their number of units from 10 to 16 percent. Representatives from the City of Glendale, Arizona with about 197,000 residents in 1998, indicate that through local review, they were able to identify significant discrepancies and resolve those discrepancies. Representatives of Mesa with 362,000 also noted that their review of the block counts enabled them to identify and the Bureau to correct some underestimated housing unit counts.

Another argument that has been presented, suggesting no need for a Post Census Local Review, is that the Census Bureau is providing local communities an opportunity to review and update address files prior to the actual census. We commend the Census Bureau for its proactive stance to identify housing units before the census is conducted. We view a Post Census Local Review as a program to supplement, not duplicate the address update programs.

Our organization and its member agencies and local governments throughout the country will continue to strive to provide input to the Census Bureau on an enhanced address list. But there are several reasons that total reliance on the address update program, could lead to a serious undercount nationwide:

- A number of local governments in the United States are not participating in the address update program. Some of them are not participating because, despite the best efforts of the Census Bureau, they are not aware of the program. Initial letters to participate in the program were sent to the highest elected official of each jurisdiction and in many instances may have never been forwarded to the appropriate staff member.
- In our region, the number of changes to the address file are massive with one city recommending to the Census Bureau the addition of 22,000 housing units to their file. We are concerned that time constraints and staffing limitations will make it difficult to incorporate all the changes into the address lists.
- The limited time frame that our local governments have had to review their address file may preclude their identifying as many missing units as they would like. A relatively small number of staff members in the City of Phoenix were responsible for

evaluating a file with almost one-half million addresses within an approximately 90-day time period. We understand that cities and towns in the more rural areas will only have 43 days to rectify housing unit discrepancies.

Should a Post Census Local Review be reinstated, I would expect a significant participation rate from local governments for the following reasons:

- Technological enhancements since the 1990 Census now make it far easier to identify housing unit count discrepancies and rectify them. The advent and widespread use of geographic information systems, relational databases, and digital aerial photography provide the tools needed to assist in the address update.
- Many jurisdictions will already have a head start on the review of the housing counts through the address update programs. For many, the Post Census Local Review will become an extension of the address update programs and provide them with additional time to review addresses and gather additional documentation.
- The debate over and decision on the use of sampling has generated substantial publicity and made local governments more aware of the issue of obtaining an accurate count. The Post Census Local Review program is one measure to help compensate for the absence of sampling.
- The efforts by local governments and other agencies for reinstating a Post Census Local Review creates the kind of momentum that will more likely lead to those entities to participate in the program.
- Publicity regarding the billions of dollars in funding that is at stake with Census 2000 provides a stronger incentive for local governments to participate in the program.

While carrying out a Post Census Local Review is certainly a desirable measure for the reasons I have cited, it is not a panacea and will need to be accompanied by other programs to maximize the prospects for a successful census. Mr. Chairman, while I certainly would support efforts to augment financial resources for the Census, it is obviously important to deploy those resources wisely. Increasing funding for programs to insure that people fill out their census questionnaires will not be successful if those individuals never receive their questionnaire. More resources are needed immediately to better enable the Census Bureau to assemble the most accurate master address file possible; and for enumerators to go out into the field to both find housing units and distribute census questionnaires.

At a Census 2000 rollout meeting in Phoenix on January 27, 1999, I heard Census Director, Ken Pruitt, remark that the decennial census is like a portrait of the American family with all of its dimensions and diversity. Without a Post Census Local Review to help achieve a more accurate census count, this family portrait will be incomplete.

Mr. Chairman and members of the Committee, thank you so much for providing me with an opportunity to address you today. I will be happy to answer any questions on my testimony.

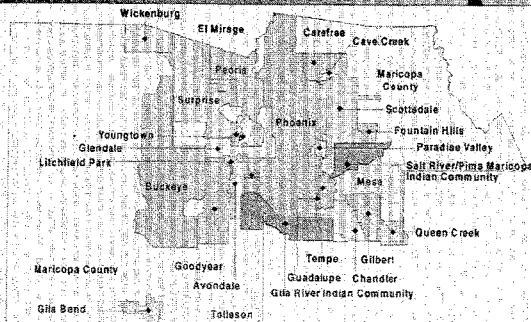
A Case for a Postcensus Local Review

House Committee on Government Reform and
Oversight's Subcommittee on the Census
February 11, 1999

James M. Bourey, Executive Director
Maricopa Association of Governments

**MARICOPA
ASSOCIATION of
GOVERNMENTS**

Members



Members include also:
Arizona Department of
Transportation (ADOT) and
Citizen's Transportation
Oversight Committee (CTOC)

▲ Members are locally elected officials
from each government

**MARICOPA
ASSOCIATION of
GOVERNMENTS**

A Postcensus Local Review is Crucial to Local Governments

- Provides opportunity for a more accurate Census
- Allows missed units to be identified in rapidly growing areas

1990 Postcensus Local Review

- In Arizona 44 out of 49 jurisdictions surveyed participated
- Many governments nationwide did not identify missed units - but they participated
- In Phoenix metropolitan area 3,690 housing units added
- Local governments expressed support for the value of the 1990 postcensus local review

Precensus Address Update Program Is Beneficial But Has Limitations

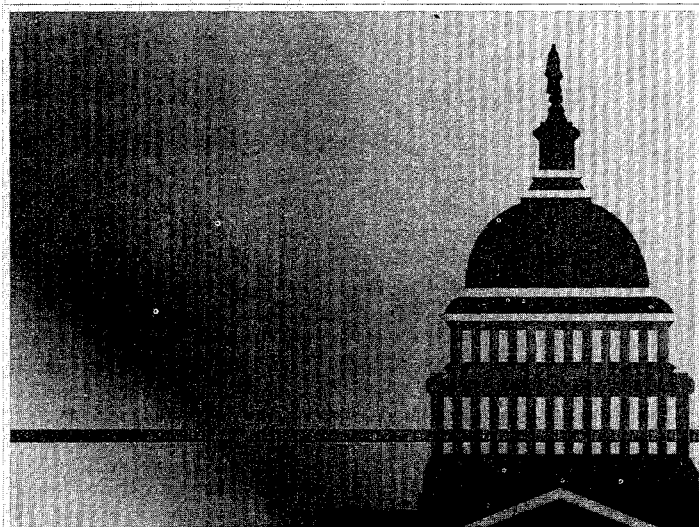
- Some governments are not participating
- Large number of changes to address files may be difficult to incorporate
- Limited time period for local governments to recommend updates to address files

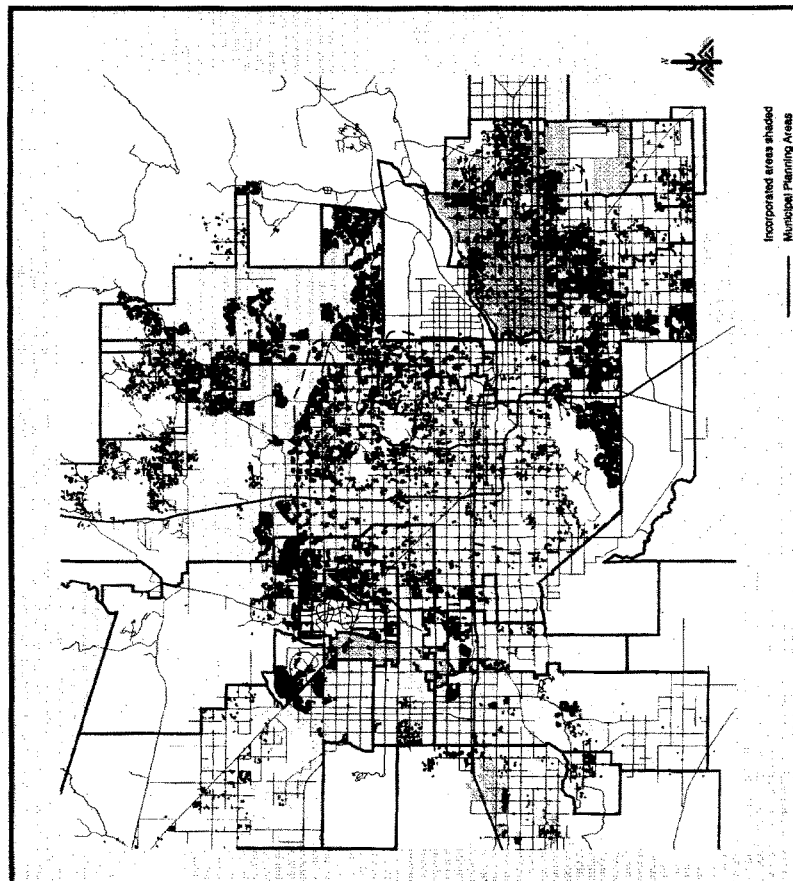
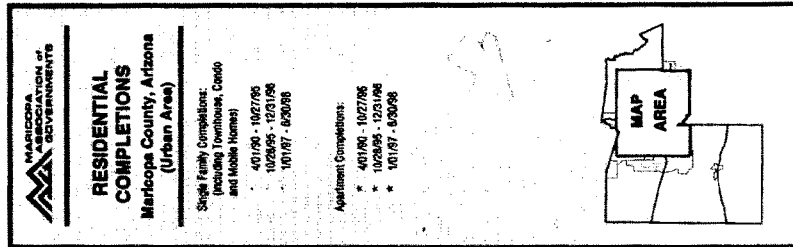
Postcensus Local Review in 2000 Would Have a Significant Participation Rate


- Technological enhancements makes it easier to reconcile discrepancies
- Precensus address update has given local governments a head start
- Publicity over sampling and billions of dollars at stake has underscored the importance of the census
- Efforts by local governments to reinstate postcensus local review creates momentum

Postcensus Local Review in 2000 Needs to be Supplemented with Other Programs That Will

- **Encourage people to be counted**
- **Enhance the master address file**







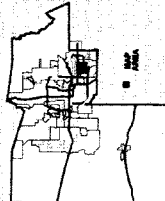
**RESIDENTIAL
COMPLETIONS**
Maricopa County, Arizona
(Chandler-Gilbert Area)

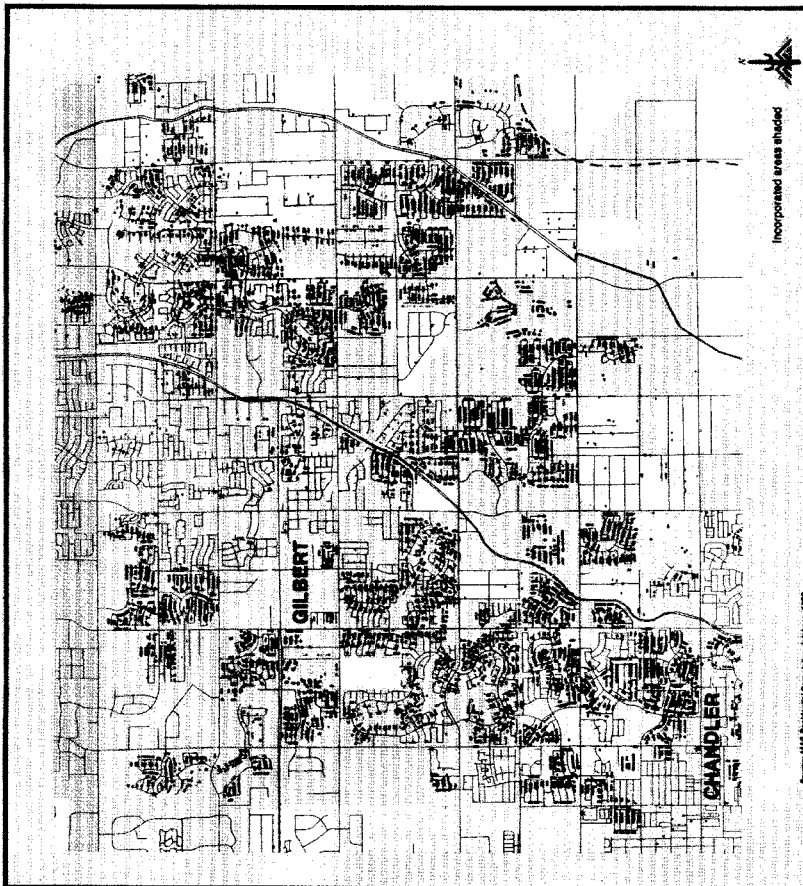
Single Family Completions:
(Including Townhouse, Condo
and Mobile Homes)

- 4/01/90 - 10/27/95
- 10/28/95 - 12/31/96
- 1/01/97 - 6/30/98

Apartment Completions:

- 4/01/90 - 10/27/95
- 10/28/95 - 12/31/96
- 1/01/97 - 6/30/98





Mr. MILLER. Thank you very much for being with us. I know you represent a very large number of cities in the greater Phoenix area, Maricopa County, and I appreciate your testimony.

Next, we'll just go with Mr. Blackwell and when you have to leave for your flight, we'll understand. Mr. Blackwell, are you in town because of the Secretary of States' meeting?

Mr. BLACKWELL. Both the Secretary of States' meeting and census meeting.

Mr. MILLER. Both. Great. Well, the new Secretary of State from the State of Florida is one of my constituents, by the way. She's a newly elected member of the State Cabinet.

Mr. BLACKWELL. Katherine is very informed and very effective.

Mr. MILLER. Thank you. Yes. Mr. Blackwell.

Mr. BLACKWELL. Good morning, Mr. Chairman and members of the subcommittee. I am Ken Blackwell, Secretary of State of Ohio and co-chairman of the Census Monitoring Board. Thank you for the opportunity to testify on the merits of post-census local review. You all received a copy of the February report to Congress from the congressional members of the Census Monitoring Board. I would like to offer the executive summary of that report into today's record.

In our report, the congressionally appointed members of the Board recommended restoring post-census local review to census 2000. In our opinion, a final quality control check for local governments to verify the numbers before they are set in stone is absolutely essential to building trust in the census. Local review will build trust in the census. Local review will result in better counts. Local review will correct mistakes. And, local review will find people and houses that have been missed. And finally, local review will put people counted in the wrong place into the right place.

As a former mayor of Cincinnati, I assure you putting people in the right place is very important. One street is sometimes the only difference between money for the city and money for the county. That might seem like small potatoes here in Washington, but it means a lot in Cincinnati and it means a lot in Peoria.

This local review will do all of these things in 2000, just as it did in 1990. But the most important thing it will do, if the Census Bureau allows it, will be to build trust in the process and the numbers that determine political representation and funding for vital public services. Trust is the most important benefit.

I worry that trust in the census is eroding. As part of our oversight, the congressional members of the board have aggressively pursued information from local governments involved in the census process, in letters and at conferences, in personal interviews and over e-mail, we have asked the same questions repeatedly. What is your experience with the census? What is your experience with LUCA? What is your experience with post-census review?

Repeatedly, we get the same answers. LUCA is a good idea, but it falls short of its promise. Local governments are frustrated with the process. Let me give you a quick example.

Last week, the Monitoring Board received an e-mail from the city planner from Fort Wayne, IN, which happens to be in Representative Souder's district. Allow me to read from it verbatim.

As of today, Groundhog Day, 1999, despite being promised the address list in November 1998, over a dozen calls to the Bureau, the involvement of a Chicago bureau supervisor, fingerpointing by the Bureau among Chicago, Jeffersonville and Suitland, and the involvement of our U.S. Congressional Office, we still do not have a printed address list and instructions for completing the process.

As of today, Fort Wayne has received the materials. But you can see the frustration. Local governments are not satisfied with LUCA as their final input into the census. Post-census local review is a valuable last quality control check.

It will not find everyone missed in the census, but it will find people. More importantly, it will find people in the exact block where they live. I can tell you that post-census local review added or located hundreds of thousands of people during the 1990 census. Members of the Bureau will counter that it doesn't add that many, or it isn't or wasn't cost effective, or it won't fix the whole problem. We can argue until the sun sets over how to measure additions and contract and corrections or cost effectiveness or even the extent of the problem.

There are people here today who can tell you better than I how the numbers add up and how to quantify the value over 10 years of every single person correctly located in the census. I urge you to listen to them because as local officials, they know the numbers in their area better than any Washington statistician.

But the issue is not just numbers. The issue is trust. Every one of the more than 39,000 local governments in the country should be able to trust the census to deliver good numbers to get the services they need to the people that need them. That's a lot of trust. And as a former mayor, I can tell you I can trust the Federal Government as long as I can verify.

Post-census local review offers the best chance for verification. I recently attended the U.S. Conference of Mayors, meeting here in Washington. I sat on a panel with Chairman Miller, Representative Maloney and Commerce Under Secretary Robert Shapiro to discuss the census. I believe the best comment of the day came not from the panel, but from Detroit Mayor Dennis Archer who was in the audience. Very simply, he said, "We as cities need to have the opportunity before the census count is in cement to say here is where you are wrong, and here are the changes we would like for you to consider. I think we ought to be given that time."

I think Mayor Archer is right. He is not asking for much. If the Census Bureau is asking for the trust of every local government in the country, it is not too much for those governments to ask for a modicum of verification in return. Thank you, Mr. Chairman.

[The prepared statement of Mr. Blackwell follows:]

SUBCOMMITTEE ON THE CENSUS
COMMITTEE ON GOVERNMENTAL REFORM AND OVERSIGHT
U.S. HOUSE OF REPRESENTATIVES
February 11, 1999 at 10 a.m.
Post-Census Local Review

TESTIMONY OF
J. KENNETH BLACKWELL
CO-CHAIRMAN, U.S. CENSUS MONITORING BOARD
SECRETARY OF STATE OF OHIO
FORMER MAYOR OF CINCINNATI

Good morning, Mr. Chairman and Members of the Subcommittee. I am J. Kenneth Blackwell, Secretary of State of Ohio and Co-Chairman of the Census Monitoring Board. Thank you for the opportunity to testify on the merits of Post-Census Local Review. You all received a copy of the February 1 Report to Congress from the Congressional Members of the Census Monitoring Board. I would like to offer the Executive Summary of that report into today's record. In our report, the congressionally-appointed Members of the Board recommend restoring Post-Census Local Review to Census 2000. In our opinion, a final quality check for local governments to verify the numbers before they are set in stone is absolutely essential to building trust in the census.

- Local review will build trust in the census.
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As a former mayor of Cincinnati, I assure you: putting people in the right place is very important – one street is sometimes the only difference between money for the city and money for the county. That might seem like small potatoes here in Washington, but it means a lot in Cincinnati. Post-Census Local Review will do all these things in 2000, just as it did in 1990. But the most important thing it will do, if the Census Bureau allows it, will be to build trust in the process and numbers that determine political representation and funding for vital public services.

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and over e-mail, we have asked the same questions repeatedly. "What is your experience with the census?" "What is your experience with LUCA?" "What is your experience with Post-Census Local Review?"

Repeatedly, we get the same answers. LUCA is a good idea, but it falls short of its promise. Local governments are frustrated with the process. Let me give you a quick example. Last week, the Monitoring Board received an e-mail from the city planner of Fort Wayne, Indiana, which happens to be in Representative Souder's district. Allow me to read from it verbatim:

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Post-Census Local Review offers the best chance for verification. I recently attended the U.S. Conference of Mayors meeting here in Washington. I sat on a panel with Chairman Miller, Representative Maloney and Commerce Undersecretary Robert

Shapiro to discuss the census. I believe the best comment of the day came not from the panel, but from Detroit Mayor Dennis Archer, who was in the audience. Very simply, he said,

"We, as cities, need to have the opportunity, before the census count is in cement ... [to] say, 'Here is where you are wrong, and here are the changes we'd like for you to consider.' I think we ought to be given that time."

I think Mayor Archer is right. He's not asking for much. If the Census Bureau is asking for the trust of every local government in the country, it's not too much for those governments to ask for a modicum of verification in return.

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Mr. MILLER. Thank you, Mr. Blackwell, and thank you for all the work you're doing on the Monitoring Board. As co-chairman, I've had a chance to meet with you on several occasions, and it's tough work as we're all involved in making sure we get the very, very best census we can for the year 2000.

Now, we're pleased to have the mayor of the city of Richmond with us, and thank you very much for waiting this long and thank you for coming up from Richmond today. Mayor Kaine.

Mayor KAINE. Chairman Miller, thank you very much, and thanks to the members of the committee for inviting me today. I'm the mayor of Richmond, VA, and I'm offering my comments on behalf of my citizens and also in accord with the position of the U.S. Conference of Mayors of which I am proud to be a member.

I will summarize the written comments to make it quicker and to the point. Because I do make comments on behalf of the Conference of Mayors, I would like to tender for the record a survey of the United States concerning the physical undercount issue that Secretary Blackwell testified about in reference, and I would offer that into the record.

As mayor of the city of Richmond, the best place to start is Richmond's 1990 experience. That's where I started as I began to look at this issue as mayor, and as I was asked to come and testify. In 1990, the city of Richmond had two problems in the completion of the census insofar as it affects our city.

The first was discrepancies in the location of housing units or failure to identify certain housing units. And then the second issue, which was more significant in importance to us, was a serious undercount of people, particularly in poor and minority neighborhoods. That undercount of people is the most serious problem that's faced Richmond and that's faced cities across the country, and I will talk about both of these problems.

Now in 1990, when we experienced these difficulties, Richmond did participate through the Census Bureau in post-census review to try to come to grips with these discrepancies. That post-census review that we were able to do in 1990 had a very minor impact, minimal impact on correcting the housing unit discrepancies. Any correction is obviously good, but the impact of that correction was de minimis.

We really viewed that the post-census review process in 1990, however, had virtually no effect on the significant undercounting of people in poor and minority neighborhoods which is of great concern to us. In order to really work on these two problems, I know the Census Bureau has tried to figure, with the guidance of Congress, ways to really address them. And the LUCA Program, the local updated census addresses program that the Census Bureau is working on, is something that's embraced by the city of Richmond, and it is something that we are finding helpful. That ability, as you know, to coordinate the various address lists that the city has with those that the Census Bureau maintains is something that in Richmond is working well so far. There's more to go, obviously.

But, we believe that particular focus will dramatically reduce the housing unit discrepancies by requiring more of a focus on the front end than the back end. The successful implementation of that LUCA process suggests to me, at least in Richmond, and Richmond

is not, you know, like every other community, but in Richmond, the successful implementation of LUCA suggests that the post-census review will probably continue to be of only marginal benefit. Participating at the front end is the way we should go rather than participating at the back end.

There will be benefit, marginal, though, we think, because the LUCA process will flesh out these problems in advance. Our concern about post-census review is basically that it does not address the issue that we think is the most significant and the one that led me to write the Census Monitoring Board in October, and that is the issue of undercount of poor and minority citizens.

This is the key issue for cities like Richmond and cities elsewhere. Making marginal improvements after the fact is something I can't be against. I'm the mayor. I want to look at the numbers. That would be fantastic. But we need more than marginal improvements. And the tremendous undercount of poor and minorities, we do not believe will be affected by post-census review in 2000, just as it wasn't in 1990.

The only way to address that issue is for the Bureau to have that freedom to use every best scientific method that they can, including the sampling method that's, I know, controversial here, but that we believe is required by law of the 13 U.S.C. Section 195 on the census to take the enumeration and use those best scientific methods to come up with the most accurate count possible.

So, I'm privileged to have the opportunity to come speak to you today. That has been our experience with post-census review. We think that the effects of it for us would be marginal at best in 2000. But we look and really need a solution to the undercount problem that so drastically affects our city. Thank you.

[The prepared statement of Mayor Kaine follows:]

THE HONORABLE TIMOTHY M. KAINÉ
MAYOR
CITY OF RICHMOND, VIRGINIA
TESTIFYING ON BEHALF OF
THE UNITED STATES CONFERENCE OF MAYORS
BEFORE THE
SUBCOMMITTEE ON THE CENSUS
HOUSE GOVERNMENT REFORM AND OVERSIGHT
COMMITTEE
2247 RAYBURN HOUSE OFFICE BUILDING
WASHINGTON, D.C.
FEBRUARY 11, 1999

Testimony of Richmond, Virginia Mayor Timothy M. Kaine
to the Committee on Government Reform
Subcommittee on the Census

Thank you Mr. Chairman I am pleased to appear today to offer comments on behalf of the City of Richmond and the U.S. Conference of Mayors, which represents cities across America with populations of 30,000 and above. Let me start by thanking you and the Ranking Member, Representative Carolyn Maloney and all of the members of this panel for focusing national attention on one of the most critical issues for every city and every person in America.

The decennial census is at the core of our one-man-one vote representative democracy. Census data is used not only to apportion the 435 congressional seats among the several states but also to redraw congressional districts and to distribute some \$180 billion federal funds to state and local governments. It is also used to apportion seats in legislative bodies at the state and local level. Further, it provides an enormous amount of useful information that helps our cities to better plan to meet the future needs of their citizens. For these reasons Mr. Chairman, the nation's mayors have only one goal in mind for the 2000 census—to achieve the most fair and accurate census count possible.

Richmond Experience

I was asked to come speak to you this morning to focus on Richmond's experiences with the 1990 census. For the 1990 census, Richmond not only participated in the pre- and post-census local reviews, but carried our concerns further beyond the post census review and filed a formal request with the Bureau's Count Question Resolution Unit. These were all important steps in addressing the potential undercount in our City. These processes however were neither designed to address the real undercount problem, nor were they particularly effective in allowing a reasonable dialog between the Census Bureau and local governments.

In the Fall of 1989, the City of Richmond participated in reviewing the Census Bureau's pre-census housing unit counts. Our review was based on a comparison with a City housing unit database specifically created for the pre-census local review. It was compiled from numerous utility files and other local databases and refined and finalized through meticulous field checking.

In August of 1990, the City of Richmond participated in the post census local review of housing unit counts for each of the over 4000 census blocks in the City. Through this process, the City documented a discrepancy of approximately 4,600 housing units which appeared to have been missed by the Census Bureau. As a result of this review, the

Census Bureau responded by making some minor changes to the City's housing unit count. Yet significant discrepancies remained that the Bureau did not address.

On May 31, 1991, the City submitted to the Census Bureau's Count Question Resolution Unit detailed documentation listing all 4,121 census blocks in the City, along with the housing unit count as reported by the Census Bureau and the number of housing units in the City's database verified by field checking. The total number of housing units that the City provided as being missed totaled 4,692, with an estimated missed population of over 10,000 persons.

The Count Question Resolution Unit however was either unable or unwilling to make any modifications to the final census enumeration responding that they "could not use local data to replace or supplement the 1990 census counts." Among the most distressing elements of the post census review was the inability of the census bureau to share its address lists to allow local governments to more specifically identify discrepancies.

For the year 2000 census, the Local Update of Census Addresses (LUCA) program appears to have changed much of that. Local governments now have an opportunity to review the Census Bureau's actual address list and identify omissions based on local information. As long as we are able to continue to provide information and we can have some assurance that the Census Bureau has included the addresses we have identified, that would suggest that the need for a detailed post census housing unit review is not nearly as critical as it was in 1990.

Problems of Undercounting

The important issue facing the nation's cities is to make sure that the census can effectively and completely enumerate all persons in our cities. This includes: persons not living in traditional housing units, like the homeless; families which share a single housing unit; and other populations which due to mistrust of government or other factors fail to accurately respond to your survey efforts.

In a recent survey conducted by the U.S. Conference of Mayors, information was gathered from 34 cities to determine the impact of the 1990 undercount on cities, and the likely impact of similar inaccuracies in the 2000 census. In summary, we found that

- The estimated number of undercounted people in the survey cities represents an average of four percent of the cities' total population.
- Of the 34 cities responding to the survey, 20 estimated a total loss \$536 million in federal and state funds during the 1990s resulting from the 1990 undercount. The estimated average loss to cities during the 1990s averaged \$1,230 for each person not counted. For each person included in the city's 1990 population count, the loss averaged \$56 per person.

- The estimated loss in federal and state funds during the 1990s varied from a high of \$184.4 million in Chicago, to \$120 million in Los Angeles, \$40,000 in Cincinnati, \$1.3 million in St. Petersburg (FL) and \$1 million in Charleston.
- Twenty of the cities also estimated that they would lose a total of \$677 million in state and federal funds in the next decade if the 2000 census maintains the same level of inaccuracy as the 1990 census. This represents an average of \$2,263 for each person not counted in the city or \$129 for each person included in the city's 2000 census count.
- The estimated loss for the 2000 census also varied among cities from a high of \$227 million in Los Angeles, to \$184.4 million in Chicago, \$80 million in St. Joseph (MO), \$24.5 million in McAllen (TX) and \$7.6 million in Pembroke (FL).

STATISTICAL SAMPLING

As this survey indicates Mr. Chairman, the nation's cities have a lot at stake depending on the results of the 2000 census. The U.S. Conference of Mayors strongly supports the use of statistical sampling in conducting the next census count. We believe it will improve the accuracy of the 2000 census and avoid the level of undercounting that occurred in the 1990 census. In that census count, 8.4 million people were missed while another 4 million were counted twice.

Past experience has proven that traditional counting methods alone, including intensive field follow-up, will not make a significant dent in the persistent differential undercount of racial minorities, the rural poor, and children. Most experts agree that without a quality-check survey and statistical methods to measure and correct both undercount and over counts, the 2000 census will not be more accurate than the 1990 census.

POST CENSUS LOCAL REVIEW

The U.S. Conference of Mayors has not taken a separate position on the issue of whether or not post census local review should be reinstated for the 2000 census. As I mentioned earlier, the Conference strongly supports the use of scientific sampling to supplement traditional counting methods. I also want to point out that the Conference intervened in the recent census lawsuits (decided by the Supreme Court on January 25) in support of the U.S. Census Bureau's plan to use sampling.

Mr. Chairman I understand that you have introduced legislation to amend the Census Act to reinstate post census local review, to hire more census enumerators to work in areas that are hardest to count and to better promote the census. We also understand that your bill is intended to replace the Bureau's plan to use a large post enumeration

survey and any resulting statistical adjustments to the census counts. While we applaud your desire to improve the census count, we are concerned that past experience shows that "coverage improvement programs," including post census local review, were not cost-effective in 1990.

- In the fall of 1990 the Bureau gave local governments a chance to review the housing unit counts collected in the census before the numbers were finalized. Local officials also received the preliminary population counts but were not allowed to challenge those numbers.
- About 25 percent of all governments (about 9,800 out of 39,000) participated in the post census local review. The program added about 125,000 people (living in 81,000 housing units) to the 1990 census at a cost of \$9.6 million. Subsequent evaluations by the Census Bureau have shown that an estimated 11.7 percent of those houses were added in error.
- The U.S. General Accounting Office (GOA) and other independent evaluators concluded that the "coverage improvement programs" in the 1990 census were generally not cost-effective and added more mistakes to the census because the data was collected long after Census Day.
- The decision not to include a post census local review in the 2000 census was part of a comprehensive redesign of the census process. The reason for the change is that experience shows the data collected closer to Census Day is more accurate, while data collected later in the process contains many more mistakes.
- Coverage improvement programs such as a 1990-style post census local review do not address two significant problems that produce an inaccurate census: systemic undercounting of people within households that are counted, and over counting.
- Post census local review and the 1990 housing coverage check may have identified some households that otherwise might have been missed, and that is good. But we would question whether or not it is not possible to design such a program to address the greater problem of missing people within households that otherwise would be counted.
- In a final report on February 5, the Census 2000 Advisory Committee to the Secretary unanimously recommended that the Census Bureau conduct a post enumeration survey of sufficient size to measure undercounts and over counts for all geographic levels and the Bureau should release "corrected" or adjusted census counts based on the PES measurements.

- The advisory committee also recommended a limited post census local review program in 2000. The review would include housing units only and not population counts.

In Summary, Mr. Chairman, we believe statistical sampling is the only practical cost-effective way of addressing the undercount problem. Thank you for the opportunity to testify. I would be happy to answer any questions at the appropriate time.

Mr. MILLER. Commissioner Roberts, thank you for coming up today.

Ms. ROBERTS. Thank you so much. And I do want to thank Representative Foley for his introduction.

On behalf of the Board of County Commissioners of Palm Beach County, FL, I want to thank all of you for the opportunity to appear before this subcommittee and to voice our support for the reinstatement of the post-census review. In 1980, I served as the Census Field Operation Supervisor for Palm Beach, Martin and part of Broward County, an area that had then over 700,000, today well over a million people.

By involvement in 1980, I became aware of the problems facing the census in achieving an accurate count. As a former city and now county commissioner, I saw the undercounted population as a serious issue with many local governments.

The census count serves as a base for revenue sharing for local governments. A significant undercount in the year 2000 can cost a local government millions of dollars in lost revenues required to provide needed services of their growing communities. This is an impact that's not felt just in a single year, but for an entire decade.

The population count is directly used to apportion seats in the House of Representatives, to distribute Federal funds and set policies. In addition, businesses and other groups depend heavily on the demographics derived from the census data for market information.

Palm Beach County and its cities—37 cities—have been working with the Census Bureau in preparation for the year 2000 census. We're concerned that, despite the Census Bureau and our best efforts, thousands of residents may not be counted in the census next year.

In 1990, a post-census review allowed local governments to identify potential undercounts before the census was finalized and made official. This review has been eliminated, as you know, for the 2000 census.

In 1990, many cities within Palm Beach County experienced a significant undercount. It was estimated that at a minimum, 23,000 residents of our county were missed in the 1990 count. A post-census review enabled some communities to challenge that preliminary count. As a result of revised counts, Palm Beach County's reported population was increased.

The city of West Palm Beach, for instance, identified a 384-unit apartment complex that had been missed in both the initial census mailing and in the followup by enumerators. The city of Belle Glade, a community of 16,000 people, identified 168 housing units missing from the preliminary counts.

The city of Green Acres, which had anticipated a count close to 28,000 people, was surprised to be counted at only 18,000 people. During the post-census review, Green Acres questioned the census finding that 25 percent of its residential units were vacant. The city subsequently found an entire development of almost 500 homes missing from the census numbers.

I could give you many more examples. Census officials noted at the time that common problems included people being missed in high-growth western area of our county. To underscore the poten-

tial for miscounts, please note that five communities in Palm Beach County elected to undertake a special census to correct undercounts in the 1990 census. Based on the ability to have a post-census review, four of the cities' recounts resulted in a population increase of up to 17 percent.

In counties such as Palm Beach where the rate of growth is more than 20,000 people annually, the post-census review provides local governments with their best opportunity to correct miscounts and ensure that as a county, and as well as a Nation, we obtain the most accurate census possible. An accurate census will ensure proper government representation and fair allocation of Federal grant money, as well as useful data for businesses and other organizations.

We are a rapidly growing community within the unincorporated portion of our county. Almost 500 homes are built each month. As we speak here today, another 20 homes will be completed and ready for occupancy. These homes, as well as an additional 7,000, may be completed before April 2000. They may not find their way into the census address list.

These units may well be missed during the regular census. Only with post-census review will these communities have the ability to identify these and other discrepancies that could affect them in the years to come.

From the local government perspective, the post-census review provides an opportunity to ensure all developments are counted and that the population count is as accurate as possible. County and city governments look forward to continuing our work with the census on the pre-census activities to get the best count possible. We believe we need to be given the opportunity to have a post-census review in order to ensure the most accurate results before finalization of the 2000 census.

Thank you again for the opportunity to be here, and I'll be happy to answer any questions.

[The prepared statement of Ms. Roberts follows:]

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Testimony
of
Commissioner Carol Roberts
Board of County Commissioners
Palm Beach County, Florida

before the

United States House of Representatives
Committee on Government Reform
Subcommittee on the Census

February 11, 1999
Washington, D.C.

MR. CHAIRMAN AND MEMBERS OF THE HOUSE SUBCOMMITTEE ON THE CENSUS, GOOD MORNING. I AM COMMISSIONER, CAROL ROBERTS.

ON BEHALF OF THE BOARD OF COUNTY COMMISSIONERS OF PALM BEACH COUNTY, I WANT TO THANK YOU FOR THE OPPORTUNITY TO APPEAR BEFORE THE HOUSE SUBCOMMITTEE ON THE CENSUS TO VOICE OUR SUPPORT FOR REINSTATEMENT OF THE POST CENSUS REVIEW.

IN 1980, I SERVED AS THE CENSUS FIELD OPERATIONS SUPERVISOR FOR PALM BEACH AND MARTIN COUNTY, AN AREA WITH MORE THAN 700,000 PEOPLE THEN AND OVER A MILLION TODAY. THROUGH MY INVOLVEMENT IN 1980, I BECAME AWARE OF THE PROBLEMS FACING THE CENSUS IN ACHIEVING AN ACCURATE COUNT. AS A FORMER CITY AND NOW COUNTY COMMISSIONER, I SAW THE UNDERCOUNTED POPULATION AS A SERIOUS ISSUE WITH MANY LOCAL GOVERNMENTS. THE CENSUS COUNT SERVES AS THE BASE FOR REVENUE SHARING FOR LOCAL GOVERNMENTS.

A SIGNIFICANT UNDERCOUNT IN THE YEAR 2000 CAN COST A LOCAL GOVERNMENT MILLIONS OF DOLLARS IN LOST REVENUES REQUIRED TO PROVIDE NEEDED SERVICES FOR THEIR GROWING COMMUNITIES. THIS IMPACT IS NOT FELT IN A SINGLE YEAR, BUT FOR AN ENTIRE DECADE. THE POPULATION COUNT IS DIRECTLY USED TO APPORTION SEATS IN THE HOUSE OF REPRESENTATIVES, TO DISTRIBUTE FEDERAL FUNDS AND SET POLICIES. IN ADDITION, BUSINESSES AND OTHER GROUPS DEPEND HEAVILY ON DEMOGRAPHICS DERIVED FROM CENSUS DATA FOR MARKET INFORMATION.

PALM BEACH COUNTY AND ITS CITIES HAVE BEEN WORKING WITH THE CENSUS BUREAU IN PREPARATION FOR THE YEAR 2000 CENSUS. PALM BEACH COUNTY IS CONCERNED THAT DESPITE THE CENSUS BUREAU'S AND OUR BEST EFFORTS, THOUSANDS OF RESIDENTS MAY NOT BE COUNTED IN THE CENSUS NEXT YEAR. IN THE PAST, A **POST CENSUS REVIEW** ALLOWED LOCAL GOVERNMENTS TO IDENTIFY POTENTIAL UNDERCOUNTS BEFORE THE CENSUS WAS FINALIZED AND MADE OFFICIAL. THIS REVIEW

HAS BEEN ELIMINATED FOR THE 2000 CENSUS.

IN 1990, MANY CITIES WITHIN PALM BEACH COUNTY EXPERIENCED A SIGNIFICANT UNDERCOUNT FROM THE CENSUS TAKEN. IT WAS ESTIMATED THAT AT A MINIMUM, 23,000 RESIDENTS OF OUR COUNTY WERE MISSED IN THE 1990 COUNT. A POST CENSUS REVIEW ENABLED SOME COMMUNITIES TO CHALLENGE THE PRELIMINARY COUNT. AS A RESULT OF REVISED COUNTS, PALM BEACH COUNTY'S REPORTED POPULATION WAS INCREASED. THE CITY OF WEST PALM BEACH, FOR INSTANCE, IDENTIFIED A 384-UNIT APARTMENT COMPLEX THAT HAD BEEN MISSED IN BOTH THE INITIAL CENSUS MAILING AND IN THE FOLLOW-UP BY ENUMERATORS. THE CITY OF BELLE GLADE, A COMMUNITY OF 16,000 PEOPLE, IDENTIFIED 168 HOUSING UNITS MISSING FROM THE PRELIMINARY COUNTS. THE CITY OF GREENACRES, WHICH HAD ANTICIPATED A COUNT CLOSE TO 28,000 PEOPLE, WAS SURPRISED TO BE COUNTED AT ONLY 18,000 PEOPLE. DURING THE POST CENSUS REVIEW, GREENACRES QUESTIONED THE CENSUS FINDING THAT 25% OF ITS RESIDENTIAL UNITS WERE

IDENTIFIED AS VACANT. THIS CITY SUBSEQUENTLY FOUND AN ENTIRE DEVELOPMENT OF ALMOST 500 HOMES MISSING FROM THE CENSUS NUMBERS. THE CITY OF NORTH PALM BEACH HAD A REPORTED DECREASE IN POPULATION OF 1 PERSON BETWEEN 1980 AND 1990, ALTHOUGH THE NUMBER OF DWELLING UNITS WITHIN THE CITY HAD INCREASED BY 993 HOMES. THE CITY OF PALM BEACH GARDENS IDENTIFIED 1,400 MORE HOMES DURING THEIR POST CENSUS REVIEW THAN WAS IDENTIFIED IN THE CENSUS COUNT. MANY MORE EXAMPLES COULD BE LISTED. CENSUS OFFICIALS NOTED AT THE TIME THAT COMMON PROBLEMS INCLUDED PEOPLE BEING MISSED IN HIGH-GROWTH WESTERN AREAS OF THE COUNTY, AND PEOPLE BEING CREDITED TO WRONG AREAS, AS WELL AS THE PROBLEM OF THE COUNT BEING IN APRIL WHEN SEASONAL RESIDENTS ARE GENERALLY NOT IN TOWN.

TO UNDERScore THE POTENTIAL FOR MISCOUNTS, PLEASE NOTE THAT FIVE COMMUNITIES IN PALM BEACH COUNTY ELECTED TO UNDERTAKE A SPECIAL CENSUS TO CORRECT UNDERCOUNTS IN

THE 1990 CENSUS. THE CITIES OF BELLE GLADE, WEST PALM BEACH, NORTH PALM BEACH, GREENACRES AND SOUTH BAY PURSUED RECOUNTS. BASED ON THE ABILITY TO HAVE POST CENSUS REVIEW IN THE 1990 CENSUS, 4 OF THE CITIES' RECOUNTS RESULTED IN POPULATION INCREASES OF UP TO 17%. THIS CONFIRMED THE BELIEF THAT THE COMMUNITIES HAD BEEN UNDERCOUNTED.

IN A COUNTY, SUCH AS PALM BEACH, WHERE THE RATE OF GROWTH IS MORE THAN 20,000 PEOPLE ANNUALLY, THE POST CENSUS REVIEW PROVIDES LOCAL GOVERNMENTS WITH THEIR BEST OPPORTUNITY TO CORRECT MISCOUNTS AND ENSURE THAT, AS A COUNTY AS WELL AS A NATION, WE OBTAIN THE MOST ACCURATE CENSUS POSSIBLE. AN ACCURATE CENSUS WILL ENSURE PROPER GOVERNMENT REPRESENTATION AND FAIR ALLOCATIONS OF FEDERAL GRANT MONEY AS WELL AS USEFUL DATA FOR MANY BUSINESSES AND ORGANIZATIONS. BECAUSE CENSUS DATA HAS SUCH WIDESPREAD APPLICATIONS, IT IS IMPORTANT TO HAVE THE MOST RELIABLE FIGURES.

PALM BEACH COUNTY IS A RAPIDLY GROWING COMMUNITY. WITHIN THE UNINCORPORATED PORTIONS OF OUR COUNTY, ALMOST 500 HOMES ARE BUILT EACH MONTH. AS WE SPEAK TODAY, ANOTHER 20 HOMES WILL BE COMPLETED AND READY FOR OCCUPATION. THESE HOMES AS WELL AS AN ADDITIONAL 7,000 COMPLETED BEFORE APRIL 2000, MAY NOT FIND THEIR WAY INTO THE CENSUS ADDRESS LISTS. THESE UNITS MAY WELL BE MISSED DURING THE REGULAR CENSUS. ONLY WITH POST CENSUS REVIEW WILL THESE COMMUNITIES HAVE THE ABILITY TO IDENTIFY THESE AND OTHER DISCREPANCIES THAT COULD AFFECT THEM IN THE YEARS TO COME.

FROM THE LOCAL GOVERNMENT PERSPECTIVE, THE POST CENSUS REVIEW PROVIDES AN OPPORTUNITY TO ENSURE ALL DEVELOPMENTS ARE COUNTED AND THAT THE POPULATION COUNT IS AS ACCURATE AS POSSIBLE. COUNTY AND CITY GOVERNMENTS LOOK FORWARD TO CONTINUING OUR WORK WITH THE BUREAU ON PRE-CENSUS ACTIVITIES TO GET THE BEST COUNT POSSIBLE. WE NEED TO BE GIVEN THE OPPORTUNITY TO

HAVE A POST CENSUS REVIEW IN ORDER TO ENSURE THE MOST
ACCURATE RESULT BEFORE FINALIZATION OF THE 2000 CENSUS.

THANK YOU AGAIN FOR THE OPPORTUNITY TO BE HERE TODAY.
WE HOPE YOU WILL SUPPORT REINSTATEMENT OF THE POST
CENSUS REVIEW. I AM AVAILABLE FOR QUESTIONS.

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Mr. MILLER. Thank you very much for all three of your fine statements. H.R. 472 is just about census local review. By itself, it doesn't cure all the problems. It is one item in my proposal of a variety of things, more enumerators, 100,000 more enumerators, \$300 million more in paid advertising, partnership programs to work with communities to get people to participate and trust the census. And, this really is a final quality check. It goes back to what Mr. Blackwell was saying. It is a trust issue.

Let me clarify, Mayor Kaine. You're not opposed to this?

Mayor KAINE. Let me say that the idea of being able to touch the numbers myself as mayor of Richmond is something that I would like to do. So, in that sense, I think the idea of being able to review the numbers after the census does make a lot of sense. But, I have three concerns—three caveats.

The first one is that I'm at very much of a disadvantage with members of the committee because I know you have the expertise in this area, and I do not. When I hear that the Bureau of the Census is opposed to this and I don't have the chance to hear them describe why they're opposed, I get very humble about the weight of my own opinion. And I would, you know, sort of be interested in their point on this.

The second caveat that I would have is if the post-census process at all interferes or diverts timing and resources from front end to back end. I think that could be a problem, and you need to make sure that does not happen because it's better to work hard not to make mistakes than to provide resources to correct mistakes. So, the focus should be the elimination of mistakes.

And then the third caveat that I would have, which, again, I'd like to touch and verify the numbers, is I think, Congressman Miller, the lead to your question pointed it out. This solves perhaps some problems, but the most acute problem that we have in our community, I think, is undercounting in poor and minority neighborhoods. We do not think this will solve that one.

To use Secretary Blackwell's example, if a house is put across the borderline into one of our bordering counties, this would help it, although we think we'll flesh that out with LUCA. But, it won't solve the problem of people not accurately counting the numbers of people that live in the units that we know are in Richmond, and that is the problem that is most acute for us that led me to write to the Census Monitoring Board.

So, would I like to verify the numbers? Would I like to have my planning staff? Sure, I'd very much like that. But, we view it as something that is not right at the core issue that we might have that would lead us to have an undercount that would affect us in so many areas.

Mr. BLACKWELL. Mr. Chairman, let me speak about three things that I've heard today and what the mayor just said. I think one of the things that we have to do is to make sure that post-census local review is not viewed as having been replaced adequately by LUCA in 2000. In theory or in practice, LUCA is not a sufficient replacement for post-census local review.

LUCA is designed to build the address list. It replaces the pre-census local review that was conducted in January and February 1990. Post-census local review is the final quality check of the ac-

tual census counts. The time for post-census local review could be extended, and more effort should be devoted to promote the program, as has been done for pre-census local review, which is now LUCA.

Point No. 2. You know, there's been a lot of talk this morning about the low participation rate of governments and post-census local review in 1990. Participation in pre-census local review during 1990 was only 16 percent. It has nearly tripled to LUCA's participation rate of 46 percent.

But my guess is that even if the Bureau doesn't choose to make improvements to the post-census local review process, those governments participating in LUCA will participate in post-census local review, if only to make sure that the corrections they made during LUCA were included in the census.

Finally, a point that has been made this morning is that LUCA offers 3 months or more to participate when post-census local review offered only 15 days. If local governments didn't have enough time in 3 weeks, give them 6 weeks. LUCA is an excellent program, but it does not replace, I underscore again, post-census local review. It expands on pre-census local review, and I think that what we can do is to make sure that we give post-census local review the same sort of attention and resources to make it better as we've given to pre-census review in the name of LUCA.

Mr. MILLER. Thank you. Ms. Roberts.

Ms. ROBERTS. Yes. Post-census review is obviously not the mecca or the answer to everything any more than LUCA is. But just to give you an example, the city of West Palm Beach after the last post-census review, there were 180 people that were added to the population. The city itself, not being satisfied with that, later pursued a special census at the cost of \$350,000, and they found an additional 7,700 people. So, with the post-census review, they still went ahead and did an additional census.

The city of South Bay, which is a little tiny city of 3,558 people in the 1990 census, went ahead at the cost of \$20,800, which is a lot of money to a little farming community, and increased their census count by 17 percent by doing a special census.

So, post-census review allows local governments to have the input to be able to look to see exactly where something is lacking. And, if they're still not satisfied as a number of the communities in my area are, they can go forward and prove the additional people. But, it is important to have that.

Mr. MILLER. Thank you. Mr. Souder.

Mr. SOUDER. So I understand what you were saying, Ms. Roberts, you're saying that even though you're hoping LUCA works well, and even though you're confident that everybody's trying to work with you, and that it's going to cost some money, you would still like to have that review.

Ms. ROBERTS. Yes, we're a growing community. We are growing so rapidly that we are going to miss even in LUCA some of the units that are being built toward the end—right before the census starts.

Mr. SOUDER. In your opinion, why would any elected official oppose it?

Ms. ROBERTS. I'm not sure why. I have one sitting next to me. I don't know how fast Richmond's growing, but I know Palm Beach County. And, I can tell you that my own experience is having hired 700 local people because I was a field operation supervisor in the 1980 census. We went out in 1979. We counted units. We did much of what Under Secretary Blackwell talked about and what Congressman Petri talked about—having local people involved.

We still had missed units. Some of them are funny stories. Nobody wanted to go count the local nudist colony. It was very hard to find somebody who wanted to go out and count the nudist colony. Yet, there were people who went there. I had three different people go out and walk back and say they weren't going in there.

Yet, we found that when we counted units, Palm Beach County was growing rapidly in the 1980 census. We were still off. When you grow at 20,000 units a year, you're going to miss something. We're going to miss something in LUCA, and we believe it's important to be able to have that post-census review in order to find where we've missed those units.

Mr. SOUDER. And Mayor Kaine, I think you've made your position clear. Tell me if I've mischaracterized.

Mayor Kaine. Yes.

Mr. SOUDER. You don't oppose the review.

Mayor Kaine. I'm sorry.

Mr. SOUDER. You don't oppose the review.

Mayor Kaine. No.

Mr. SOUDER. You said the Census Bureau opposes it.

Mayor Kaine. Indeed.

Mr. SOUDER. But you don't oppose it, and you just don't feel it's the preeminent issue. Now, let me ask you another question.

Mayor Kaine. Yes, and that's accurate. It doesn't speak to our condition. It may speak to other conditions. It doesn't speak to ours and of other cities like ours.

Mr. SOUDER. And you said at the beginning of your testimony you represented the U.S. Conference of Mayors.

Mayor Kaine. Correct.

Mr. SOUDER. Is their official position that they also support the review?

Mayor Kaine. They have not taken a position for or against.

They have not taken a position for or against this bill.

Mr. SOUDER. So are they for or against this bill or for or against post-census review?

Mayor Kaine. They have not taken a position on this bill.

Mr. SOUDER. Are they on record as for census review in the past?

Mayor Kaine. Well, as an example—

Mr. SOUDER. A bill becomes a political dynamic in Washington.

Mayor Kaine. Indeed.

Mr. SOUDER. I was asking about the principle.

Mayor Kaine. Yes, indeed. There was a good bit of discussion about this at the U.S. Conference of Mayors meeting that we had 2 weeks ago. And I also heard Mayor Archer speak about how it had helped Detroit in 1990, and that it might be something that would be helpful again.

But, he was also very adamant that something like the post-census review is part of a package. Accuracy and measures like statis-

tical sampling and other scientific methods have to be part of that package. And, I don't think he would want to have one piece pulled out and said this is what he supports and nothing else.

So, I think the Conference of Mayors supports a package of things that would lead to the most accurate survey, but they have not taken a position on this bill. They certainly haven't said we oppose post-census review. They've not taken that strong a position.

Mr. SOUDER. I think that would be a politically untenable position for the mayors who may not have been at the national meeting to think that their national association was saying that they shouldn't have the right to review their counts.

Mayor KAINE. Right. And that's why I made my point that I do not oppose it.

Mr. SOUDER. I'd be very careful where you're headed here because you're plunging into a politically controversial question of should we count real people versus statistical guesses at real people and then saying as part of that we don't want a review.

Now, you want a review regardless. We have to sort out the sampling part here.

Mayor KAINE. Sure.

Mr. SOUDER. As a mayor, I can't imagine that you don't want to have a review. Secretary Blackwell.

Mr. BLACKWELL. In reviewing the resolutions and the discussions of the U.S. Conference of Mayors, I think it is fair to say that, in principle, they favor post-census local review as a last quality control check.

Do they want more? Do they want more tools at their disposal? The answer, as the mayors indicated, is yes. But, did they debate this specific piece of legislation? No, they didn't.

But, you know, this also gives me, Congressman, an opportunity to say that, you know, I can respect the Bureau's resistance to what they might perceive as undue political influence. I really do think it is important to keep in mind that post-census local review is not about Congress or the Commerce Department fighting for the last word on the census.

Post-census local review is about local governments having a say and a quality control check in the process at the front end and at the back end. And since local governments serve and represent the people that pay for the census in every sense, I don't think it's too much to ask that they have some say in the outcome and the final numbers.

Mr. SOUDER. Mr. Chairman, if I could make a brief comment because my home-base city where I live was alluded to in Mr. Blackwell's testimony. I am very concerned that, for political reasons, we have focused so much attention and the administration has focused so much attention on trying to promote sampling that they haven't been doing the basic things that need to be done.

I get complaints in my congressional office about how the Census Bureau in my home town isn't getting what they need. And then I hear people come in to Washington and go on national TV and talk about how they're worried about an undercount.

Well, yes, there's going to be an undercount if they don't have the maps, if they don't get the people hired, and if they don't know

where their city lines are if the Census Bureau can't get the information.

A lot of whining at the end that we don't have an accurate count is not justified because some people wanted to sit down at some computer and figure out some mathematical vision of how many people were in a place.

Step No. 1 is get your job done and get the information out there. Then, work with the mayors and the other county officials to make sure that gets done. Then, do a post-census review. We need to work and make sure. This Congress has committed that we'll spend the money.

And, what we need are plans out of the U.S. Conference of Mayors to say, look, we're very worried. We have mobile immigrants who don't want to be counted. We have homeless that don't want to be counted. We have people who for a variety of reasons don't want to be counted. We need proposals as to how to count them because ultimately in the courts, the American people aren't going to count fictitious people. Now it hits my home town, they didn't have the basics.

So, why are we here in Washington arguing about how we're going to do it if they aren't even implementing the basic fundamental count. Anything else is just a supplemental. I'm sorry I got aggravated. But all of a sudden, it hits pretty much home. In the theoretical, what we've been fighting about in Washington is my home town. Hopefully, it will at least count my family.

Mayor KAINE. I took that comment as somewhat responsive to some of the things I was saying.

Mr. SOUDER. It was not. [Laughter.]

Mayor KAINE. Sure. I agree with you. And the idea is to get outraged and do as much as we can upfront because I think whatever we might debate about methods—and I'm not savvy enough about this to debate method with anybody on this committee, the mayors want the best methods upfront.

I want to verify it later. This undercount problem which is a particular one—you mentioned the homeless and people in poor and minority neighborhoods. That's the one we have. That's the one you have in your community.

We really think that there are ways upfront to deal with that, and that is our primary interest.

Ms. ROBERTS. Representative—sorry. In Florida, and Representative Miller knows this, we're not only incorporated, but we're unincorporated. And Palm Beach County has about 50 percent of its population where I am. Literally, Palm Beach County's government is the only government.

So, we in effect have the same problems that the cities have. We want to be sure that everybody gets counted. Palm Beach County, much to many people's surprise, is the largest agricultural county in the State of Florida and the fourth largest in the Nation.

We have illegal immigrants. We have homeless. We have migrants, as well as what our name suggests. So, the problems that we have are the same as any large city. This is a county of well over a million people.

We have the enormous growth, as well as homeless, as well as migrants, as well as a lot of illegals who really don't want to be

counted. So it is important to us to have post-census review. But we know it's not the only answer. Counties in Florida as counties in many places in the United States have the same problems. They're not all cities.

Mr. MILLER. The Supreme Court essentially settled the argument about sampling. So, we keep rehashing something that is illegal. It doesn't really get us to our goal, which is to get everybody counted. And, this is just one component of the whole thing.

Let me ask one final question, if I may, Ms. Roberts. What is Palm Beach County doing as far as support and resources, and how is it structured within county government or city government as far as providing the Census Bureau to get the best number possible?

Ms. ROBERTS. Palm Beach County assigned someone in the county specifically to the census. We also have 38 cities. We have the unique county in Florida. We have more cities than any other county in the State. So, our larger cities are also cooperating because they have the resources to do it.

We have many smaller cities. I named South Bay for one, which has 4,000 people, and it's a farming community. A lot of our smaller cities don't have the resources. And, the county is attempting to help them with LUCA. But we're working with the Census Bureau in cities like West Palm, Boca Raton, Boyton Beach, Delray Beach. They're all larger cities, and they have the resources to also work with the Census Bureau.

Mr. MILLER. I think most of your colleagues, the mayors and the commissioners, recognize the critical importance to do everything they can to make sure the census gives us the best number possible.

Ms. ROBERTS. It means dollars to us.

Mr. MILLER. Right.

Ms. ROBERTS. So, I can assure you that we're putting all our resources that are available.

Mayor KAINE. We all have that interest.

Mr. MILLER. Well, remember, Ms. Roberts, you come from an interesting perspective having worked for the Census Bureau back in the 1980's.

Well, let me thank all three of you all for being with us today. We appreciate your testimony, and we all agree on the final goal. And, we just need to keep working step by step to make sure we get there. Thank you very much.

Mayor KAINE. Thank you, Mr. Chairman.

Ms. ROBERTS. Thank you so much, Mr. Chairman.

Mr. MILLER. We'll move now to the next panel, Mr. Boatwright and Ms. Welty. If you all would just remain standing so I can swear you in as witnesses, please. Raise your right hands.

[Witnesses sworn.]

Mr. MILLER. Welcome. I'm sorry. You know, these things go on and on. We're lucky. Fortunately, we haven't had any votes yet today, and so we have not been called away. But let us continue with your opening statement. I appreciate both of you being here, and we'll go with Mr. Boatwright first.

STATEMENTS OF LANIER BOATWRIGHT, PRESIDENT, NATIONAL ASSOCIATION OF DEVELOPMENTAL ORGANIZATIONS; AND BARBARA WELTY, BOARD MEMBER, NATIONAL ASSOCIATION OF TOWNS AND TOWNSHIPS

Mr. BOATWRIGHT. Thank you, Mr. Chairman, and members of the subcommittee for the opportunity to testify today on the need to reinstate the post-census local review for the 2000 census.

My name is Lanier Boatwright, and I'm the executive director of the McIntosh Trail Reasonable Development Center in Griffin, GA. I'm also president of the National Association of Development Organizations. Accompanying me today is the city manager of Barnesville, GA, Kenneth Roberts, who was involved in the post-census review after the 1990 census.

The National Association of Development Organizations or NATO is a national public interest group founded in 1967 to help economic development professionals and local elected officials share information and ideas. The Association is the leading advocate for reasonable approach to economic and community development in America's small metropolitan and rural communities. We're also a part of the Census Bureau's Partnership Program.

Our general members of the service delivery mechanism for a variety of State and Federal programs provide a wide range of technical assistance to local governments. All of these organizations were established by State law or Executive order and have strong relationships with their local elected officials and governments.

The McIntosh Trail Reasonable Development Center serves 127,000 residents in the Middle Georgia region, which includes Butts, Lamar, Pike, Spalding and Upson Counties, and 16 cities and towns with populations from 138 to 21,500. Our primary mission is to offer community and regional planning, economic development, mapping services and other requested services to local governments and municipal governments.

We also act as an interface between local, regional and State agencies for planning and public information initiatives like the U.S. Census. In preparation for the 2000 census through an appropriation from the Georgia Legislature, the Georgia Department of Community Affairs has contracted with Georgia's 16 regional development centers, which includes the McIntosh Trail RDC to provide technical assistance to local governments for the local update of Census addressing program. As a State with a 2.124 percent undercount in 1990, we certainly understand the importance of obtaining an accurate count.

Mr. Chairman, I'm here today to discuss three main issues why the Census Bureau should reinstate post-census local review for the decennial census. First, Mr. Chairman, the pre-census activities such as the LUCA Program are inadequate substitutes for the post-census local review.

While we completely support and embrace these programs, we also recognize that only approximately 18,000 of the Nation's 39,000 units of local government are actively working with the Census Bureau to update the master address file.

In addition, only 32 of the 62 local governments actually participated in the LUCA Program's process during the target address rehearsal in Columbia, SC, and that was according to reports from

the General Accounting Office and the Presidential Members of the U.S. Census Monitoring Board.

That's why NATO has been urging the Census Bureau to work through the network of the 320 regional development organizations, to help rural local governments participate in the LUCA process. Despite understanding the importance of the census, the bottom line remains that the vast majority of local governments do not have the staff or financial resources necessary to fully participate in pre-census activities such as LUCA.

As we found in 1990, many local governments believe there were undercounts in the area but couldn't even afford an appeal. Second, Mr. Chairman, local governments should have an opportunity to ensure the accuracy of the census numbers before they're final.

There are too many consequences from inaccurate counts. Besides the well known outcome such as a loss of a congressional seat or in Federal aid, many small to medium-sized communities have encountered other problems. In 1990, a small city in Alabama successfully challenged its count and had it adjusted from 1,880 to 2,281 people. However, another small Alabama city informed the Census Bureau that it was improperly counted, but ultimately it was never corrected.

These two cases are significant because in Alabama a municipality is designated a city only when it has 2,000 or more people. Unfortunately, the city that remained incorrect had to change its name and lost all the revenues it would ever see with an accurate count or under 2,000.

There are many other examples across the country, including in Pennsylvania where the North Central Pennsylvania Regional Planning and Development Commission helped a small community actually appeal an overcount. If the census numbers had been accepted, the town would have been ineligible for their rural development programs.

When one of the towns in my region, Barnesville, which has a population of 4,747, tried to appeal in 1990, they were discouraged by the Census Bureau. In 1996, when the estimates were released by the Census Bureau, it was reported they had actually lost 100 people. Because the city provides electricity, water, sewer, gas through its own utility, it knows exactly how many residents it has.

It also has a state-of-the-art geographic information system with exact addresses by census tracts. The city appealed the 1996 estimate and provided the agency with maps but never received a response.

As you can see from these examples, these issues of an accurate count are not only in urban areas and large suburbs, but also in America's small towns and cities and counties. Regardless of the outcome of the debate, our main concern is that we achieve an accurate count at both the national and local level.

And third, Mr. Chairman, local governments can't afford inaccurate counts for their areas. This census has long lasting implications at the local level. Over billions of dollars in Federal aid to State and local governments are in jeopardy, and literally hundreds of thousands of dollars for individual communities.

With almost a \$3 billion budget, we strongly believe that the Census Bureau should have provided some financial assistance to help local government. While the time restraints for preparing the 2000 census may prohibit such a program, the Census Bureau should help communities with a sound case participate in opposed census review processes.

Several large cities also have announced they plan to challenge the 2000 count, and these are communities who have already participated in LUCA and yet still value the importance of an appeal process.

We believe all local governments should have a fair chance. In closing, Mr. Chairman, those three main points were, first, the pre-census activity, such as the local updated census addresses program, is not adequate as substitutes for the post-census local review.

Second, local governments should have an opportunity to ensure the accuracy of the census numbers before they're final. And third, local governments cannot afford inaccurate counts for their areas.

Thank you again for the opportunity to testify today on behalf of the National Association of Development Organizations, and I would be happy to answer any questions.

[The prepared statement of Mr. Boatwright follows:]



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**TESTIMONY
OF
LANIER BOATWRIGHT
EXECUTIVE DIRECTOR
OF THE
MCINTOSH TRAIL REGIONAL DEVELOPMENT CENTER
AND
PRESIDENT
OF THE
NATIONAL ASSOCIATION OF
DEVELOPMENT ORGANIZATIONS**

**BEFORE THE
SUBCOMMITTEE ON THE CENSUS
COMMITTEE ON GOVERNMENT REFORM
US HOUSE OF REPRESENTATIVES**

**FEBRUARY 11, 1999
WASHINGTON, DC**

**Testimony of Lanier Boatwright, NADO President
and Executive Director of the McIntosh Trail RDC
Before the House Subcommittee on the Census**

Thank you, Mr. Chairman and members of the subcommittee, for the opportunity to testify today on the need to reinstate the Post Census Local Review program for the 2000 Census. My name is Lanier Boatwright and I am the Executive Director of the McIntosh Trail Regional Development Center in Griffin, Georgia. I am also President of the National Association of Development Organizations. Accompanying me today is the City Manager of Barnesville, Georgia, Kenneth Roberts, who had a personal experience with post-Census review after the 1990 Census.

Background

The National Association of Development Organizations (NADO) is a national public interest group founded in 1967 to help economic development professionals and local elected officials share information and ideas. The association is the leading advocate for a regional approach to economic and community development in America's small metropolitan and rural communities. NADO is also part of the Census Bureau's partnership program.

NADO's primary members are regional development organizations, known variously as economic development districts, planning and development councils, councils of governments, area development districts and regional councils. These organizations are the service delivery mechanism for a variety of state and federal programs and provide a wide range of technical assistance for local governments. All of these organizations are established by state law or executive order and have strong relationships with their local elected officials and governments.

According to the 1997 NADO membership survey, these regional organizations typically have a budget of \$2 million, staff of 19 and serve 31 cities and towns and 6 counties with a population of about 200,000. Overall, NADO members serve over 1800 counties and 15,000 city and town governments.

The McIntosh Trail Regional Development Center (MTRDC) serves 127,000 residents in the middle Georgia region which includes Butts, Lamar, Pike, Spalding and Upson counties and 16 cities and towns with populations from 138 to 21,500. MTRDC's primary mission is to offer community and regional planning, economic development, mapping services, and other requested services to local county and municipal governments. MTRDC also acts as an interface between local, regional and state agencies for planning and public information initiatives like the US Census.

In preparation for the 2000 Census, the Georgia Department of Community Affairs has contracted with the state's 16 regional development centers, including the McIntosh Trail Regional Development Center, to provide technical assistance to local governments for the Local Update of Census Addresses (LUCA) program. As a state with a 2.124 percent undercount in 1990, we certainly understand the importance of obtaining an accurate count.

**Testimony of Lanier Boatwright, NADO President
and Executive Director of the McIntosh Trail RDC
Before the House Subcommittee on the Census**

Post-Census Local Review

I am here today, Mr. Chairman, to discuss the three main reasons why the Census Bureau should reinstate the Post-Census Local Review for the decennial Census.

First, Mr. Chairman, the pre-Census activities such as the Local Update of Census Addresses (LUCA) program are inadequate substitutes for the Post-Census Local Review. While we completely support and embrace these programs, we also recognize only 18,000 of the nation's 39,000 units of local governments are actively working with the Census Bureau to update the Master Address File. For example, only 32 of the 62 local governments actually participated in the LUCA process during the targeted dress rehearsal in Columbia, South Carolina, according to reports by General Accounting Office and the Presidential Members of the US Census Monitoring Board.

Since the fall of 1997, NADO has been calling on the Census Bureau to partner with and fund the 320 regional development organizations who serve the 77 million Americans living in small metropolitan and rural communities. We met with Bureau officials, sent separate letters to President Clinton, Secretary William Daley, Deputy Secretary Robert Mallett and Under Secretary for Economic Affairs Robert Shapiro expressing our concerns about the ability of rural local governments to participate in pre-Census activities.

We conducted several workshops at our policy and training conferences on the importance of the Census to rural America. We were pleased to have you and your staff, Mr. Chairman, participate along with Census Bureau officials. The NADO Research Foundation also published a paper, *The Importance of the Census to Rural Americans*, which one Census Bureau employee called the "most concise and straightforward explanation of why local governments and individuals should be involved in the 2000 Census."

In addition, Senator Fred Thompson, Chairman of the Senate Governmental Affairs Committee, sent a letter on April 23, 1998 to then Acting Director James Holmes urging the Census Bureau to consider ways to use the multi-county organizations. The Bureau welcomed the opportunity partner with NADO and its members but was "unable to consider funding NADO's proposal" because it did not request congressional appropriations for such activities.

Despite understanding the importance of the Census, the bottom line remains that the vast majority of local governments do not have the staff or financial resources necessary to fully participate in pre-Census activities such as LUCA. As we found in 1990, many local governments believed there were undercounts in the area but could not even afford to appeal.

**Testimony of Lanier Boatwright, NADO President
and Executive Director of the McIntosh Trail RDC
Before the House Subcommittee on the Census**

Second, Mr. Chairman, local governments should have an opportunity to ensure the accuracy of the Census numbers before they are final. There are too many consequences from inaccurate counts, whether undercounts or overcounts, for local governments to be restricted from double checking the count for their local jurisdiction.

Besides the well-known outcomes such as a loss of a congressional seat or in federal aid, many small-to-medium size communities have encountered other problems. In 1990, a small city in Alabama successfully challenged its count and had it adjusted from 1,880 to 2,281. However, another small Alabama city informed the Census Bureau that it had improperly counted the area but ultimately was not corrected.

These two cases are significant because in Alabama a municipality is designated a city only when it has 2,000 or more population. Unfortunately, the city that remained incorrect had to change its name and lost all the revenues that it would have received with an accurate count.

There are many other examples across the country, including in Pennsylvania where the North Central Pennsylvania Regional Planning and Development Commission helped a small community actually appeal an overcount. If the Census numbers had been accepted, the town would have been ineligible for the Department of Agriculture's rural development programs. Another community in east Alabama found an entire area missing but said the threshold for appeals was too high and difficult to meet.

When one of the towns in my region, Barnesville (population of 4747), tried to appeal in 1990 they were discouraged by the Census Bureau. In 1996 when the estimates were released the Census Bureau reported they lost 100 people. Because the city provides electricity through its own utility it knows exactly how many residents it has. It also has a state-of-the-art geographic information system (GIS) with exact addresses by census tracts. The city appealed the 1996 estimate and provided the agency with maps, but never received a response.

As you can see from the examples, the issue of an accurate count is not only in urban areas and large suburbs, but also in America's small towns, cities and counties. Regardless of the outcome of the sampling debate, our main concern is that we achieve an accurate count at both the national and local level.

Third, Mr. Chairman, local governments cannot afford inaccurate counts for their areas. The decennial Census has long-lasting implications at the local level. Overall, billions of dollars in federal aid to state and local governments are in jeopardy and, literally, hundreds of thousands of dollars for individual communities.

As noted in the NADO Research Foundation report on the Census, "funding estimates indicate states should receive about \$170 billion in aid through 20 federal programs that

**Testimony of Lanier Boatwright, NADO President
and Executive Director of the McIntosh Trail RDC
Before the House Subcommittee on the Census**

used Census data, in whole or in part, to allocate aid" in fiscal year 1997. The Congressional Members of the US Census Monitoring Board also noted in their February 1 report, "In 2000, federal agencies will distribute an estimated \$182 billion in aid through 20 programs using census data."

In addition, the overwhelming majority (85 percent) of the nation's 39,000 units of local government serve communities with less than 3,000 population. At least one-third of the local governments do not have any full-time staff and many only have a part-time clerk or a small staff. As a result, most cannot afford to participate in the pre-Census activities such as LUCA or even appeal.

With almost a \$3 billion budget, we strongly believe that the Census Bureau should have provided some financial assistance to help local governments. While the time restraints for preparing for the 2000 Census may prohibit such a program, the Census Bureau should help communities with a sound case participate in a post Census review process. Several large cities have already announced they plan to challenge the 2000 counts. These are communities who participated in LUCA and, yet, still value the importance of an appeals process. We believe all local governments should have a fair chance.

In closing, Mr. Chairman, I want to restate briefly the three main reasons why the Census Bureau should reinstate the Post Census Local Review for the decennial Census. First, the pre-Census activities such as the Local Update of Census Addresses (LUCA) program are not adequate substitutes for the Post-Census Local Review. Second, local governments should have an opportunity to ensure the accuracy of the Census numbers before they are final. Third, local governments cannot afford inaccurate counts for their areas.

Thank you again for the opportunity to testify on behalf of the National Association of Development Organizations and I would be happy to answer any questions.

The National Association of Development Organizations does not have a position on sampling versus enumeration. However, the association's membership has a strong interest in assuring the Census is as accurate as is humanly possible, whatever method is selected by the federal government.

Mr. MILLER. Thank you, Mr. Boatwright.

We do have a vote, but we have enough time for Ms. Welty to make her presentation, please. Welcome, again.

Ms. WELTY. Good afternoon, Mr. Chairman, and members of the subcommittee. Thank you for this opportunity to appear before the subcommittee on the census in support of Chairman Miller's bill, H.R. 472.

Before I go into detail about why a 45-day post-census review is essential to ensure a fair and accurate count for local communities, allow me to introduce myself and tell you a little bit about who I represent.

My name is Barbara Welty, and I am a board member of the National Associations of Towns and Townships [NATAT]. I am also the elected clerk of Catheo Township in Mille Lacs County, MN and a member of the Census 2000 Advisory Committee.

NATAT represents approximately 11,000 towns and townships. Most of these are small and tend to be rural. There are 39,000 general purpose local governments throughout the country of which we represent approximately one quarter, 82 percent of which have a population of 50,000 people or less. Nearly half of all local government have fewer than 1,000 residents. Almost one-third of all local governments have no paid full-time staff and rely mostly on volunteers or part-time workers to fulfill the needs of their citizens. And, this is especially true for townships.

The decennial census process must include local governments at all stages. The process must take into account limited staffing and resource capabilities of many local governments, as well as their hands-on knowledge about their community.

The purpose of this testimony is to highlight the special needs of smaller communities and to reiterate the importance of a 45-day post-census review as described in Chairman Miller's bill, H.R. 472.

In 1990, part of the problem in reaching small communities began with the pre-census local review. Only 21,000, or slightly more than half of all local governments, were eligible to participate. And according to GAO, less than half of those eligible actually took part.

For the 2000 census, the Bureau instituted a new program referred to as LUCA, local update of census addresses. LUCA has replaced the pre-census local review of 1990, and this is intended to give local governments the same opportunity to correct potential miscounts by providing them with the Bureau's address list and maps of the area before the actual census.

We support the LUCA process. However, despite the Bureau's efforts and, indeed, the efforts of organizations such as ours, there are only 78,105 local governments now participating in the LUCA process to date. This leaves 21,895 local governments without pre-census involvement.

There are a variety of reasons why localities may not be participating in the LUCA process, and I mentioned some of them in my written testimony. The bottom line is that the majority of local governments are not participating in the LUCA process often because of inherent special needs of smaller communities and the lack of Federal funding to help communities participate.

It is the obligation of Congress and the Bureau to ensure that these special needs are addressed. In my written testimony, I refer to a survey we conducted after the 1990 census. A reoccurring complaint from survey respondents was that the 15 days allotted for the post-census local review was not enough time to adequately complete an analysis.

Today, more than one-half of all local governments are still not participating in any form of pre-census review and, therefore, need the benefit of a post-census review. Testimony by the General Accounting Office in September 1990 supports our assertion that small communities are at a disadvantage in the census process.

GAO identified two reasons smaller communities did not plan to participate in the post-census review. No. 1, a lack of funds, expertise or other resources to carry out the program. No. 2, a lack of housing unit data of their own at the block level required to challenge the Bureau counts. This was especially true of small populations with communities and populations of less than 12,500. The GAO findings contradict an earlier Bureau assertion that non-participation in post-census local review is an indication of acceptance of the preliminary count.

Local communities often want to participate, but they do not have the resources to do so effectively. The onus lies on the Bureau and Congress to ensure that smaller communities have the opportunity and the necessary tools to participate fully in the census process.

Given the limited revenues and human resources, it is only fair that they be given a reasonable amount of time to prepare their challenges. Because most local governments are not participating in a pre-census review like LUCA, eliminating the post-census local review gives them no opportunity to challenge the Bureau's data. Even if a locality cannot wade through the data received during the LUCA process, it should not be denied the opportunity to at least review the results.

In a locality that for whatever reason never heard of LUCA, the process should not be penalized by not having any input into the accuracy of the data for its jurisdiction. Completing the census is an extremely difficult undertaking. We appreciate the magnitude of this job. A 45-day post-census review, as proposed in H.R. 472, is one way, but only one way, to help ensure that our smaller communities are more accurately accounted for. We need and want an accurate census. Thank you for this opportunity to present my testimony.

[The prepared statement of Ms. Welty follows:]

Statement of Barbara Welty for
The National Association of Towns and Townships
Submitted to
Subcommittee on the Census
of the
Committee on Government Reform

February 11, 1999

Good morning Mr. Chairman and members of the Subcommittee. Thank you for this opportunity to appear before the Subcommittee on the Census in support of Chairman Miller's bill, H.R. 472.

Before I go into detail about why a 45 day post census review is essential to ensure a fair and accurate count for local communities, allow me to introduce myself and tell you a little bit about who I represent.

My name is Barbara Welty and I am a Board member of the National Association of Towns and Townships, commonly referred to as NATaT. I am also President of the Board of Directors of the National Center for Small Communities. I am a member of the Board of Directors of the Minnesota Association of Townships and serve on the Federal Census 2000 Advisory Committee. I am also the Clerk of Kathio Township, in Mille Lacs County Minnesota. It is in all of these capacities that I appear before you today to emphasize the importance of complete local government involvement in the census process.

NATaT represents approximately 11,000 towns and townships nationwide. Most of these are small and tend to be rural. Although individual rural communities may be small in population, collectively they make up a significant and valuable portion of our citizenry. There are 39,000 general-purpose local governments throughout the country, 82 percent of which have a population of 5,000 people or less. Nearly half of all local governments have fewer than 1,000 residents. Almost one-third of all local governments have no paid full-time staff and rely mostly on volunteers or part time workers to fulfill the needs of their citizens. It is these types of communities that I represent, and it is these communities that constitute the heartland of America and, indeed, deserve to be accurately represented. The uniqueness of small town government is not based solely on size. As we like to point out, "Small towns are different from larger ones, not just smaller."

With that in mind, it is important to recognize the need for a census process that directly includes local governments at all stages. The process must take into account many local governments' limited staffing and resource capabilities, as well as their extremely relevant, hands-on knowledge about the community. The purpose of this testimony is to highlight the special needs of smaller communities by describing the reaction of some of our local officials to the 1990 census, and to reiterate the importance of a 45 day post census review as described in Chairman Miller's bill, H.R. 472. It is important that we learn from both the strengths and the weaknesses of the 1990 census process.

Following the 1990 census, NATaT conducted a random survey of its members to determine the overall success of the census process. One finding of the survey was that 52 percent of respondents from communities with populations greater than 5,000 rated the Bureau's communication efforts as good or excellent. However, 66 percent of officials from communities with fewer than 5,000 residents labeled Bureau communications as being fair or poor. Clearly our local officials from smaller communities were dissatisfied with census outreach efforts. Specifically, these officials believed that the information provided to them was not designed for the resources or personnel common to a small local government. I cannot emphasize enough the importance of recognizing the special needs of small town governments when developing informational and/or instructional materials.

Pre-census Local Review of 1990 Excluded Many Rural Areas

In 1990, part of the problem in reaching small communities began with the pre-census local review. Pre-census local review was intended to give local governments the opportunity to identify potential

problems, such as incorrect political boundaries or housing counts. It also gave the Census Bureau time to correct reported problems prior to the actual census. However, only 21,000, or slightly more than half of all local governments were eligible to participate in the pre-census review because the Census Bureau lacked adequate data on housing units in the other political jurisdictions. According to GAO, less than half of those eligible actually participated. Clearly, in 1990, the very low pre-census review participation rate for local governments contributed to the need for a more substantial post-census review period. Although the Bureau has established a new form of the pre-census review for the 2000 census, the participation rate for local governments remains low.

For the 2000 census, the Bureau instituted a new program referred to as LUCA, Local Update of Census Addresses. LUCA has replaced the pre-census local review of 1990 and is intended to give local governments the same opportunity to correct potential miscounts by providing them with the Bureau's address lists and maps of the area before the actual census.

We support the LUCA process. The Executive Director of NATaT, Tom Halicki, participated in a video produced by the Bureau to emphasize the importance of LUCA. However, despite the Bureau's efforts and the efforts of cooperating partners, there are only 17,105 local governments participating in the LUCA process to date. This leaves 21,895 local governments without pre-census involvement. Even in my home state of Minnesota we have a limited amount of townships participating despite all our efforts to get the word out. Considering that less than half of the eligible local governments will be participating in the LUCA process it becomes even more vital to ensure that these communities have sufficient time to conduct a thorough post-census review.

Why are the local governments not participating in LUCA? The answer to this question can help us identify why rural communities are consistently misrepresented through census figures. I can suggest five reasons why local governments are not actively participating in the LUCA process in large numbers. I am not suggesting that these reasons are necessarily defensible, in some cases, but they are reasons that Congress and the Bureau must take into consideration.

- (1) The initial mailing which includes the confidentiality report does not have a specific contact person and is addressed only to "the highest ranking official." This type of addressing can suggest junk mail. However, we do appreciate the difficulty in obtaining and maintaining a comprehensive and current address list of 39,000 chief elected officials.
- (2) Completely analyzing and processing the data of the Bureau's address file will cost a small community significant amounts of money and human resources. Most likely, these expenses have not been budgeted.
- (3) Many smaller communities are expecting and depending on a post-census review to make their challenges, in part because the pre-census review can be too costly and time consuming. Small communities do not necessarily know that there is no post-census review planned for 2000.
- (4) Some smaller towns and townships are teaming up with their county officials for census counts and therefore do not need to do individual reviews.
- (5) Finally, because the census material is often not geared towards local officials with multiple responsibilities and limited resources, the material is frequently disregarded as too complicated.

The bottom line is that the majority of local governments are *not* participating in the LUCA process due to both a misunderstanding of the inherent special needs of smaller communities, and a lack of federal funding to help communities participate. It is the obligation of Congress and the Bureau to

ensure that these special needs are addressed so that a fair and accurate count of our smaller communities can be obtained.

15 Day Post- Census Review of 1990 Was Too Brief

A reoccurring complaint from survey respondents was that the 15 days allotted for the post-census local review was not enough time to adequately complete an analysis. In September of 1990, then Director of the Census Barbara Bryant testified before the Subcommittee on the Census citing two reasons why the Bureau could not extend the review period for local governments.

First, Dr. Bryant mentioned the July 15th deadline imposed as a result of a lawsuit filed against the Department of Commerce by plaintiffs who felt that the 1990 census was inaccurate in their political jurisdictions. July 15th was designated as the cut off date for the Secretary of Commerce's decision about whether or not to adjust the figures, and the time by which the Bureau had to complete the post-enumeration survey (PES). That deadline clearly has no relevance in the context of the 2000 census.

Dr. Bryant's second argument was that, by law, the Bureau must deliver the population and apportionment count to the president by December 31, and that those numbers can not be accurately tabulated until all local review challenges are resolved. She argued that the 15 day post-census review was sufficient because 21,000 local governments received housing unit counts by block during the 45 day pre-census local review. Again, remember that only less than half of all *eligible* local governments participated in the pre-census local review in 1990. In other words, about three-fourths of all local governments did *not* participate in any form of pre-census review. Regardless of any deadline, it is the responsibility of the Bureau to ensure that a fair and accurate count is

presented to the president. Therefore, local governments must be given ample opportunity to review the census numbers.

Clearly, without the prior 45 days, communities needed well more than 15 days to mount a successful challenge to the census counts. After all, before they could even begin the process of gathering the necessary data to make a challenge, they had to determine whether or not their housing count was correct, which other jurisdictions were given 45 days to do. In other words, they were asked to accomplish in 15 days what other jurisdictions were given a total of 60 days to perform. While more local governments are participating in the LUCA process than participated in the 1990 pre-census local review, more than one-half of all local governments are still not participating. Those communities in particular need the benefit of a post census review.

Testimony by the General Accounting Office (GAO) in September of 1990 supports our assertion that small communities are at a disadvantage in the census process. GAO surveyed communities that did not participate in the pre-census local review and found that 60 percent also did not plan to participate in the post-census review because of "... (1) a lack of funds, expertise, or other resources to carry out the program; and (2) a lack of housing unit data of their own at the block level required to challenge Bureau counts. *This was especially true of small communities with populations of less than 12,500.*" This finding clearly illustrates the unique characteristics of local governments which prevent them from fully participating in the census process. These unique characteristics deserve special consideration by the Bureau.

The GAO went on to note that not only do some local governments not have the expertise to carry out local review as rapidly as was required by the 15 day limit, but they do not have the resources to

hire another party to do it for them. Therefore, it is understandable that the GAO also concluded that 80 percent of the communities that did not plan to participate in post-census local review were small communities. Due to the limited resources of small communities, it is not surprising that they were unable to participate in such a brief review.

The GAO findings clearly contradict the Bureau's previous assertion that "nonparticipation [in identification of blocks for post-census local review recanvassing] is an indication of acceptance of the preliminary count." Local communities often want to participate, but do not have the resources to do so effectively. Therefore, the onus lies on the Bureau to ensure that smaller communities have the opportunity and the necessary tools to participate fully in the census process. Without the active participation of local communities the Census Bureau has no chance of achieving an accurate national count.

Given the limited revenues and human resources, as well as the less sophisticated data sources and analytical capabilities of our smaller communities, it is only fair that they be given a reasonable amount of time to prepare their challenges. Because most local governments are not participating in a pre-census review like LUCA, eliminating the post-census local review gives them no opportunity to challenge the Bureau's data. Even if a locality cannot wade through the data received during the LUCA process, it should not be denied the opportunity to at least review the results. Additionally, a locality that, for whatever reason, never heard of the LUCA process should not be penalized by not having any input into the accuracy of the data for its jurisdiction.

Conclusion

Completing a count of all the residents in the nation is an extremely difficult undertaking. We appreciate the magnitude of the job. With these comments we have tried to emphasize that many small communities are at an inherent disadvantage in the census process as established by the Bureau. This situation jeopardizes their right to a fair and accurate count. Local-elected officials and citizens from small communities appropriately expect that they will be given the same opportunities as larger cities to participate in the census process and to challenge census results. The 45 day post-census review as proposed in H.R. 472 is one way to help ensure that our smaller communities are more accurately accounted for.

Although NATaT does not directly receive any federal grant money, in the interest of full disclosure, the National Center for Small Communities (NCSC) which enjoys a relationship with NATaT does have funding from the Departments of Justice and Agriculture, and also with the Environmental Protection Agency. The National Center has an overlapping board of directors with NATaT, but is a separate 501(c)(3) corporation and its finances are kept entirely separate from NATaT. It provides training and technical assistance materials to small town leaders, as well as others engaged in helping small communities work better. The grant with the Department of Justice is to develop a technical assistance guide on structural requirements of the Americans with Disabilities Act. The grant with the Department of Agriculture is to develop an Internet guide for small community leaders. The grant with the Environmental Protection Agency is to develop a handbook on model sourcewater protection practices.

Mr. MILLER. Thank you both for your final testimony. I thank you all for submitting your testimony early enough.

We do have a vote. I think it's going to be two votes. So, it's probably the amendment and final passage.

So, we'll take a recess. If you all can stay, we'd like to ask a few minutes for questions when we come back, and then we'll go to the final panel. If I had to guess right now, we're talking about 20 minutes or so by the time we get back. So we'll take a recess.

[Recess.]

Mr. MILLER. Thank you very much, and sorry for the need to go vote. Actually, we were very fortunate that that's the only set of votes so far today, and I think we're free for the rest of the hearing.

Let me begin by a couple questions and get some clarification. Mr. Boatwright, I just talked to you a minute ago. But your development is equivalent—what we have in Florida is the regional planning councils.

Mr. BOATWRIGHT. Yes sir. The council's a government in some States, planning development districts.

Mr. MILLER. And you're the national president of that organization?

Mr. BOATWRIGHT. Yes sir.

Mr. MILLER. One of the concerns, I think, you expressed, and just clarify again with me, is that a lot of communities have a lot of good information, and the only way they have a chance is that they can help right now in the local address. How is that going in your sense?

Mr. BOATWRIGHT. In my region, it's going very well. We have two tiers. The larger counties go first, and now the next group of counties are coming in, and we're finishing up the mapping then.

Mr. MILLER. Ms. Welty, are you working? How's it going so far in your area?

Ms. WELTY. Up until this point, the LUCA Program has been not heeded very well, I guess, with smaller local governments. However, I was just at a LUCA training in our general area last week, and the original plan for that meeting as I called 3 days ahead of time only had 10 members enrolled or registered to attend. By the time the meeting progressed, they had over 100.

Most of them, I must say, also happen to be township officials that were there. We had very few cities and very few counties. The cities, basically their portion of LUCA should be considered completed by now. However, in the same instances that happened earlier as mentioned, in Fort Wayne, we had several cities at that meeting that still had not gotten their LUCA maps from the city addressed LUCA programs.

Mr. MILLER. Well, I think we're all pleased that we have the LUCA Program, and we learn every year better ways to improve the census, and LUCA is certainly one of the improvements we have this time around.

I'm still baffled why a few of the Bureaus are opposed to post-census local review because of the trust issue. It can't do any harm. I know it's a pain for some of the people in the Bureau. But I can't imagine seeing any harm to it?

Ms. WELTY. Absolutely not. I guess because of my involvement with the Census 2000 Advisory Committee, I also do a lot of talk-

ing about the census to different groups. When I first started to inform them that there would be no review after, most of the people that were there were aghast at the fact that we couldn't check after, that's it. The LUCA process is it. And, I had to say at that point, yes.

So, local officials very much support a review.

Mr. BOATWRIGHT. I also think, of course, part of the problem is that local governments will react more strongly after they have numbers and information placed in front of them so that you'll have a natural reaction when you have numbers.

So that before the census actually takes place, some may not put as much credence in the LUCA process. Again, in Georgia, we were lucky because our State went to all the RDCs and said help us in this process and gave us a small amount of funding to assist. But otherwise, we would have a lot that wouldn't participate if we didn't have the regional involvement.

Mr. MILLER. Do you know what's happening in other States? As far as the State of Georgia says it's giving \$50,000 to each of the planning districts, development districts. Is the Minnesota State Legislature?

Ms. WELTY. No. And that by far is the exception to the rule. Most States have not, to my knowledge, been able to help any toward resources or have not at this point at least.

Mr. MILLER. Ms. Welty, you're on the Census Advisory Board, right?

Ms. WELTY. Yes, I am.

Mr. MILLER. Appointed by the Secretary of Commerce?

Ms. WELTY. Yes.

Mr. MILLER. Has the Census Advisory Board taken a position on this issue?

Ms. WELTY. No, we have not. We discussed it, actually, at one of our last meetings, and it's a divided issue, the same as it is here. But I would say all of the local governments that are represented on that committee were all in favor of a post-census review.

Mr. MILLER. How many communities are you representing, Mr. Boatwright, in your district?

Mr. BOATWRIGHT. Oh, I'm 5 counties and 16 cities or towns.

Mr. MILLER. How many of them would you say have relatively sophisticated ways to count people?

Mr. BOATWRIGHT. I would say, again, with the city of Barnesville, although it's under 5,000 by census numbers, it has a very sophisticated geographic information system. The county seats of each of our counties are municipal electric authority cities that provide that utility. So, they have access to information and billing going to customers. I mean, if you think they read a meter at every household, you know, that's 120 times in 10 years.

But on the other hand, we think that the smaller communities, because we've got a lot of communities that are under 300, don't have the staff and personnel to even begin to address this issue. Again, that's where the regional organization comes in to help.

If they don't have that, they don't have the personnel to respond adequately, we think, to the LUCA process.

Mr. MILLER. And the basic idea is that these communities just want to check the numbers. I mean, even a small community, I

guess, of 300 with a volunteer mayor or something maybe, they can at least have that chance.

Mr. BOATWRIGHT. Well, within a small community you know everybody. But with the city of Barnesville that's here today, in the last 90 days they've taken a photograph of every primary structure in their city of over 1,800, and they added that to their GIS system. So the local elected officials know who's there and have a way to find out, through many different ways.

Mr. MILLER. Thank you. Mr. Davis.

Mr. DAVIS OF ILLINOIS. Thank you very much, Mr. Chairman. Had I been here when Mayor Kaine was testifying, I had a question that I would have asked of him that related to mispopulation. The question would have been that in 1990, 70 percent of the population missed in the census were in housing units that were enumerated. Of course, with blacks, 80 percent of the black population missed in 1990 were in housing units that were enumerated.

The question would have been how does the post-census local review address this mispopulation. Of course, I was not here and did not ask him the question. But the verification of what I was looking for is contained in a letter from Mr. Ludington from the Brookings Institute. And I would ask unanimous consent if I could have that letter entered into the record.

Mr. MILLER. No objections.

[The information referred to follows:]



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February 9, 1999

The Honorable Carolyn Maloney
Ranking Minority Member
Subcommittee on the Census
U.S. House of Representatives
Washington DC

Dear Ms. Maloney,

You asked me about a sentence contained on p.103 of *Modernizing the U.S. Census*, the Report of the National Academy of Sciences Panel on Census Requirements in the year 2000 and Beyond of which I was the Chairman. The sentence stated: "Approximately one-half of census undercount is attributable to missed housing units".

In fact, for the 1990 Census, the fraction of the coverage error accounted for by missing housing units was 30.5 percent (see the *Report to the Congress - The Plan for Census 2000*, Revised Version, August 1997, Bureau of the Census, p.41). The statement in the Panel report refers to the results of the 1980 Census. I have queried staff who assisted in the panel's research, and it appears that this piece of evaluation data about the 1990 Census was not yet in hand at the time this part of the research was being undertaken.

Cordially,

Mr. DAVIS OF ILLINOIS. At that time. I have a question of Ms. Welty. In your written statement, you say that you conducted a random sample of your members to determine the overall success of the 1990 census.

You also say that 52 percent of the respondents were from communities with populations greater than 5,000, and that they rated the Census Bureau's communication effort as good or excellent, while 66 percent of the respondents from communities with fewer than 5,000 residents labeled the Bureau's communication as being fair to poor.

So that I can put your numbers in the proper context, could you tell me how many of the 11,000 local governmental units that you represent were surveyed?

Ms. WELTY. I don't have that actual figure. We actually had 140 responses out of 32 States. But through the course of the last 10 years, the actual amount of surveys that were sent out, I cannot tell you that.

Mr. DAVIS OF ILLINOIS. What you're saying is that the responses were probably less than 65 percent.

Ms. WELTY. I would guess yes.

Mr. DAVIS OF ILLINOIS. If that would be the case, would you have any estimation or any guess as to why so few of them actually participated?

Ms. WELTY. Basically, it's resources and understanding the process. The pre-census in 1990 was very difficult. It was geared toward large cities so that the smaller communities of which our Association represents were not able to be involved in that. And at that point, until a post-census review was made, those cities did not—or I shouldn't say cities, but those communities did not really heed the census.

As Mr. Boatwright just mentioned, once they got the final count and they realized that they were way under what they thought, many of the communities wanted to participate. Many of them financially weren't able to challenge or were discouraged from challenging because it was a more difficult process than what they had capabilities of doing.

So, many of those people who could have challenged, perhaps should have challenged, did not for several reasons.

Mr. DAVIS OF ILLINOIS. If that is the case, would that not support the Bureau's contention that this really is not the most effective way to get that kind of information.

Ms. WELTY. No, I don't think so because with the new LUCA Program, first of all, there's involvement from the very beginning that they have been informed of. However, there are people who have still not gotten the proper notification because of some problems with mailings and stuff. But now that they know that that process is out there and many of them have participated, we were saying 50 percent now basically have agreed to participate in the LUCA process. They know that it's out there.

Right now, we're trying to encourage. Again, many of our members are from small communities that we call in the Census department real address systems. So, they are just now getting their maps and the involvement of, I am hoping, the involvement of

townships will get considerably more because of the process that's just starting now.

Mr. DAVIS OF ILLINOIS. And so, even though they didn't participate before, you think that they have a different level of awareness?

Ms. WELTY. They have a much greater awareness.

Mr. DAVIS OF ILLINOIS. And what would likely follow up?

Ms. WELTY. Yes, they have a much greater awareness. And once that process has begun, they really feel that they want a chance to review at the end the final figures. And this, as I say, has come back from many of the local officials.

They feel that as an elected representative from the community that they represent, they should have and they must have a review at the end, at the final process, before the numbers are out.

Mr. DAVIS OF ILLINOIS. Mr. Boatwright, I understand that only 25 percent of all governmental units participated in the post-census local review in 1990. Would you be able to tell us what percentage of the rural communities that you represent participated in 1990.

Mr. BOATWRIGHT. In the post-census?

Mr. DAVIS OF ILLINOIS. Yes.

Mr. BOATWRIGHT. In my region, I can tell you. And I can tell you that approximately 50 percent tried to participate in the post-census review. However, in several cases, there was no response.

Again, the city of Barnesville, 4,774 in 1990. The 1994 estimates came out and showed about 5,400 plus in that community. The 1996 estimates came out and showed 4,600. And the discrepancies were up and down, you know, since 1990, and they provided maps and made an appeal and never heard back.

So I am very certain of the specific communities in my region that have done that. It was about 50 percent.

Mr. DAVIS OF ILLINOIS. If asked to participate in the local review now, what numbers would you project?

Mr. BOATWRIGHT. Well, I would project that if they were asked now if they would participate in a review process afterwards, 100 percent, because I feel that the local governments want to have some say so in the verification.

We have evidence and it's in my testimony that there are cities that are participating in the LUCA Program now that still want to participate in a post-census review process.

Mr. DAVIS OF ILLINOIS. Thank you, Mr. Boatwright.

Ms. WELTY. Mr. Chairman.

Mr. MILLER. Yes.

Ms. WELTY. I'm going to lose my voice yet. I'm sorry. Could I just quickly address two things, and one of the things which I failed to mention which is probably the most important. Increasing the post-census review from 15 days to 45 days is ultimately the goal. It must be done 15 days in small communities. Sometimes there's nobody at an office for 15 days. So they might have received the maps and be sitting in the office. But the person that works with them wasn't even there.

So, that is a very important thing. And regarding the PCLR, it failed basically for several reasons. And one of them, again, was that the pre-census review was limited and it was difficult to participate in which I mentioned.

Another one is that the period of time of 15 days was just too short. And the LUCA process is flawed. Now we know that. This post-census review would definitely help us correct that at the point that LUCA has fallen down.

And I do support LUCA. I think that it's the way to go and the way to go to the future. I would hope that it would be continued beyond 2000, that we can continue that list and update it.

Mr. MILLER. Thank you all both very much for coming here today. We appreciate your testimony and your statements and your responding to the questions. Thank you.

Mr. BOATWRIGHT. Thank you.

Mr. MILLER. And we'll proceed on now to the third panel, Dr. Ehrlich, Dr. Bryant and Ms. Heinz is unable to be with us. If you all would stay standing.

[Witnesses sworn.]

Mr. MILLER. Let the record show that they've answered in the affirmative, and we'll proceed now to opening statements. Dr. Bryant said she wanted to make sure that Dr. Ehrlich goes first, and actually he was scheduled to go first. Dr. Ehrlich.

STATEMENTS OF EVERETT EHRLICH, U.S. CENSUS MONITORING BOARD; AND BARBARA BRYANT, NATIONAL QUALITY RESEARCH CENTER, SCHOOL OF BUSINESS ADMINISTRATION, UNIVERSITY OF MICHIGAN

Mr. EHRLICH. All right, then, although I concede, Dr. Bryant, with a certain amount of modesty, he having been the one person on earth who has managed the largest field research project that our civilization has probably ever seen, and that is the 1990 census. And for that reason, I, as you, Mr. Chairman, am looking forward to hearing what it is she has to say.

I appreciate the opportunity to be here, even on this very short notice, Mr. Chairman. A written statement has been provided to you. Let me say a few things in summary.

I think that we have talked fairly amply this morning about the strengths and the weaknesses of the 1990 post-census review, of the LUCA Program. I think that even if unorganized, many of those facts are there.

There are several, though, that I think have escaped notice and that I'd want to emphasize. One is that half of the success of the post-census review in 1990, if we measure success by the 3 percent of the net or 2 percent of the gross undercount that was tracked in that review, came from two places. It came from Detroit and Cleveland.

And, Mr. Chairman, you know as well as I do why those places accounted for half of the success. It's because they were on the cuff of having less than 1 million people and, therefore, qualifying for a different set of programs that would have been of important fiscal consequence to them.

In fact, local census review wasn't an immensely successful program. It gave those two municipalities an opportunity to preserve resources that they thought were due them. I think it's also the case that we heard this morning that one of the problems with post-census review is that it's unfair to small municipalities, and it generally requires resources.

I think that in the long term that Congress needs to consider reforms such as moving toward standardizing local address lists and providing localities with resources that would allow them to participate in pre-census reviews, boundaries and the master address file and the like.

But I don't think we want to put ourselves in a situation where we give every locality—there are 39,000 of them—a free shot at holding up the 2000 decennial. And that, sir, is what your legislation risks doing. It does not specify a criteria for this review. It simply says that the Secretary will stop the music if one of those 39,000 municipalities has a beef, and it will investigate that.

That can't be done. It seems unfair. And if one can dissemble about the rights of local communities and talk about how they all have to have that right, that won't work. It won't work because you, the Congress, have specified a deadline by which the census must be done.

Those of us who are my age and older in this room remember the TV show "Beat The Clock." In "Beat The Clock," contestants were given a crazy stunt to do and a fixed number of seconds in which to do it. The census is playing the most compelling game of "Beat The Clock" that we've ever seen. The Constitution tells them to go out and to account for each of the 260 million odd Americans and to do so in a fixed number of seconds.

What you're telling them to do, sir, is to not only do that but to do it with one eye closed and one foot off the ground by being prepared to stop the music for each of the 39,000 possible reviews without a predetermination of merit and without regard for the fact that, with regard to time, the number of seconds involved, we're at risk of putting 10 pounds of potatoes into a 5-pound bag.

I'm concerned that the Census Bureau has not been asked to respond to this proposal before this hearing. And I think that if they had, we might have exchanged views about what activity in the critical path you wish to get rid of in order to create the time for this review because nothing, as an economist I can tell you this, comes free in life.

In fact, if we're going to have this review, if we're going to expand it to the 45 days I heard about this morning, then something has to give. And finally, sir, I think that we have reason to be frightened. When the Congress takes upon itself to tell the Census Bureau not only what it wants to have happen in the way of methodology, ignoring the consensus recommendations of the statistical community, but how it wants to happen as well, I think that that risks the appearance of the hand of meddlesome big government. I know that in your legislative and political career, you have been an enemy of that trend in our society, and I encourage you to be an enemy of it now and to allow that career staff to do the job as they see fit. Thank you, sir.

[The prepared statement of Mr. Ehrlich follows:]

TESTIMONY OF THE HON. EVERETT EHRLICH
Presidential Member, U.S. Census Monitoring Board

Before the Subcommittee on the Census
Committee on Government Reform
February 11, 1999

Thank you very much, Mr. Chairman and Members of the Subcommittee. I appreciate the opportunity to be here with you today to talk about this important subject, even if on very short notice.

As you know, Mr. Chairman, the Census Bureau has used a number of strategies for sharing information with local governments in order to improve the accuracy of the counts in the communities they represent.

From the pre-census local review and post-census local review programs in the 1990 Census to the Local Update of Census Addresses (LUCA) program being used for 2000, the Bureau's goal has been to give local communities an opportunity to review and correct the Bureau's information about local housing unit counts.

Local governments are natural partners of the Bureau in its efforts to find every American on Census Day, and accurately record where he or she lives.

In our recent report to the Congress, the Presidentially appointed Members of the U.S. Census Monitoring Board looked at the local review programs for 1990 and for 2000.

Frankly, Mr. Chairman, there were mixed results. While the LUCA program for 2000 has been far from perfect, it is a vast improvement over the Post Census Local Review Program used in 1990.

There is no doubt local governments looked at the Post Census Local Review program as a valuable opportunity to give their input to the Bureau. But the simple fact of the matter is that local review, as it was done in 1990, simply was not effective.

In 1990, the Post Census Local Review program gave over 39,000 local and tribal governments the opportunity to examine housing unit counts for their jurisdictions before the counts were finalized.

Unfortunately, only 25 percent of local governments nationwide participated in the post census review. Of those participating, two-thirds challenged the count in at least one census block.

Testimony of Dr. Everett Ehrlich
 Presidential Member, U.S. Census Monitoring Board
 February 11, 1999

There were 6.5 million census blocks nationwide in 1990. But only 4.2% of them -- 270,650 blocks -- were challenged as part of Post Census Local Review.

Local governments were required to submit evidence to the Bureau to demonstrate that a second look was needed. The standards for review were met for 168,255 of blocks and the Bureau conducted a recanvass in response.

Unfortunately, that recanvass of 168,255 census blocks added only 124,900 people to the count -- less than one person per census block.

One hundred twenty-five thousand people is not an insignificant number -- it was about 3% of the number of people we missed in 1990. But the program cost \$9.6 million, and was a massive undertaking that added six weeks to the 1990 census schedule at a time when every day brought the deadlines established by the Congress that much closer.

There has to be a more effective way of finding these people in 2000 than the recanvass used in 1990.

The plans for the 2000 Census contain a program that, in concept, is much better -- the Local Update of Census Addresses (LUCA) program.

Why wait until the end of the census to ask for local government input? It makes much more sense to get that information upfront, and that is exactly what the Bureau has tried to do.

The problems encountered in implementing LUCA have been detailed in our report. It is clear that local governments need more resources and technical assistance to allow them to fully participate in the program.

But despite the challenges that have come up, participation in LUCA is running almost twice as high as participation in Post Census Local Review in 1990 -- and that is a big improvement.

The Presidentially appointed Members of the Monitoring Board have no problem with local review and, in fact, we all believe it should be encouraged.

That is one reason our report recommends the Congress consider establishing a grants program to help state and local governments modernize their address listing capabilities.

But we also believe that any program of local review should meet two tests:

First, it should be operationally feasible within the schedule of the 2000 decennial census.

Testimony of Dr. Everett Ehrlich
 Presidential Member, U.S. Census Monitoring Board
 February 11, 1999

Second, it should be cost effective.

We should not endanger the Bureau's ability to deliver accurate numbers on time by simply repeating a program we already know makes at best a minimal contribution to reducing the undercount and is not cost effective.

The question is whether there is room for some form of local review that would meet these tests.

I think there may be, and I hope the subcommittee will consider these alternatives to a simple repeat of the 1990 form of post census local review which takes too much time and finds too few people.

First, the Census Bureau must find some means of covering the new construction that takes place in local communities between the end of the LUCA program in mid-summer and Census Day.

We have a vibrant economy these days and a housing construction boom.

If the Bureau could develop a way to accept local government information about those newly occupied housing units -- and a way of making sure the people who live in them are fully counted on Census Day -- it might go a long way to addressing the concerns of local governments.

It is my understanding that the Bureau is considering such a program, and I believe it is worth supporting.

Second, in the 1990 Post Census Local Review Program, the vast majority of people affected were not people added to the count, but people already in the census who were recorded in the wrong location.

Post Census Local Review added only 124,900 people to the count -- but roughly 200,000 housing units were identified that were improperly geocoded in the Bureau's files -- that is they were houses recorded as being on the north side of Maple Street, but were actually on the south side.

If Maple Street is the boundary between two towns, or the boundary between two electoral districts, getting that house counted on the right side of the street is important. But that kind of correction is not as important as accounting for people who were missed in the count.

While Post Census Local Review may not have been cost effective for adding people, a program to let local governments help the Bureau resolve geocoding and political boundary errors might very well be worth while.

Testimony of Dr. Everett Ehrlich
 Presidential Member, U.S. Census Monitoring Board
 February 11, 1999

In closing, the Presidential Members of the Monitoring Board fully support the idea of local review and the opportunity for local governments to contribute to improving the accuracy of the census.

But simply reinstating a failed program -- one that cost \$9.6 million, significantly disrupted census operations, and produced very little in the way of adding people to the count -- is not the way to go. And it is disingenuous to imply that local review is a substitute for the statistical methods that can resolve the census' errors.

I believe it is possible to find ways to give local governments an opportunity to be consulted while keeping the census on track to a timely completion. And the Presidential Members of the Monitoring Board look forward to working with our colleagues in the Congress to find those opportunities.

But Mr. Chairman, with all due respect to the Members of the Subcommittee and my colleagues on the Monitoring Board, I do not believe we should attempt to mandate or otherwise micromanage this or any other detail of the Census Bureau's operational plan.

Thank you, Mr. Chairman.

Mr. MILLER. Thank you.

Dr Bryant, welcome again. Nice to have you here. Thank you for staying all day.

Ms. BRYANT. Well, the reason that Everett had to precede me was that I said this shows how you have lost power when you once testified first, and now you're the last one on the fourth panel.

I am Barbara Everett Bryant of the University of Michigan Business School. I think I'm here today for history. This is because I was Director of the Bureau of the Census from 1989 to 1993. This means I was the Director of the 1990 census, which was not the largest census in civilization. China and India have more.

Post-census local review in 1990 was a well-intentioned but ineffective operation. And even before the 1990 census was completed, there were consensus among those of us with operational leadership responsibilities for that census. A better way needed to be found to work cooperatively with local units of government to improve the Census Bureau's address list for the taking of the next census.

Now, I say the post-census local review was well intentioned because cooperative was meant to be the operational word. The review was intended to be a joint operation between the then 39,198 functioning local government units and the Census Board to improve the address list for each locality and thus improve coverage and make the 1990 census more complete.

You've heard from all the previous people about the fact that only a quarter of local government participated, that the particular operation among a number of coverage improvement operations we undertook that post-census local review added only 0.08 percent. That's eight one-hundredths of 1 percent to the number of housing units that had been counted prior to post-census local review. That has been reported in table 1.2 in the final publication on coverage improvement programs.

Attached to this testimony, I further show by each State that no State that did post-census local review produced more than a fraction of 1 percent addition to the housing unit count. The Census Bureau recanvassed blocks in which housing units were reported missed by the local communities and had already recanvassed others in other coverage improvement operations.

Now, post-census local review in 1990 did have a positive effect in identifying geo-coding mistakes. That is, housing units that had been actually counted in one block but really belonged in another block, usually the adjoining one.

One of the triumphs of the 1990 census was the first use of a sophisticated computerized geo-coding and digital mapping system known by its acronym, TIGER. Yes, the 1990 census had some triumphs as well as errors.

Even triumphs, however, have problems when first introduced. But fortunately, the geo-coding errors corrected as a result of post-census local review then. And during the other coverage improvement operations and in the years since are now permanently incorporated in the TIGER system. And many of the errors we've heard previous testifiers testifying about were these geo-coding areas.

Well, rather than repeat the post-census local review with its costly, disappointing and minuscule results, the Census Bureau de-

terminated to find a better way for local government to more fully participate in the census. Neither pre-census or post-census local review worked effectively in 1990 for one major reason, and we've heard about that from Representative Sawyer already.

The Census Bureau at that time was not able to share addresses with local government. Long held interpretation of the Census law title 13 was that specific addresses were confidential. And thus, for checking in either pre- or post-census, we could only give a city or a county or a township the housing unit count by block.

For example, you know, 30 housing units in a specific block and a specific census track or 42 in another. Now, housing units by block is not the format in which governments keep their records. Tax records, utility records, all the kinds of addresses that any of us are familiar with are things like 12342 Oak Street. And, the local governments found it either cumbersome or impossible to compare records.

Interestingly, the U.S. Postal Service also had confidentiality laws. And thus, the two largest address lists maintained by the Federal Government could not be compared for one to be used to improve the other.

Well, fortuitously, at that time, the predecessor of this committee had oversight for both the Census Bureau and the Postal Service. And with bipartisan support, Representative Tom Sawyer whom we've heard from, the chair of that subcommittee, and Representative Tom Petri of Wisconsin whom we've also heard from this morning, who was the ranking minority member, worked together and sponsored legislation that allowed the Census Bureau to share with the Post Office and the Post Office to share with the Census Bureau, and the Census Bureau to share with local government for purposes only of improving address lists, not for any enforcement purpose.

Well, freed from legal restrictions, the Census Bureau moved ahead to plan the operation now called LUCA, and we've heard enough about LUCA this morning that I don't need to go through and elaborate on it.

We now have 45 percent, I understand, of local governments participating. More are expected, and, of course, more are desirable.

But what's different from 1990 is that as each local government receives information, it receives its TIGER maps and its portion of the census address files so that it can relate those addresses to the maps. And for the first time, the Census Bureau has retained the computerized address file from the previous census. People may move, but fortunately most buildings don't.

Now, the address control file is also being updated continuously by the delivery sequence file of the U.S. Postal Service. Since the Census Bureau is also the agency that collects records on new housing starts and demolitions, these two are being used to update the address control file. It's a big job. You know if you've even tried to maintain your own Christmas card list that our population is a moving target. But fortunately, their housing units are a bit more stable.

All of this brings me to H.R. 472, which proposes to reinstitute a costly operation that's been evaluated, thoroughly evaluated and

found wanting. Because the report card on post-census local review showed such dismal results, it has been replaced by LUCA.

Thus, the 2000 forms will be hand delivered to the most current address list possible. But H.R. 472 does far more than propose to reintroduce a census operation found ineffective. More importantly, it details in great specificity how that operation is to be executed. H.R. 472 thus opens the door to many attempts to legislate micro management of the 2000 census.

Census 2000 is an operation whose scope and complexity is a far too great magnitude to be executed successfully without integrated implementation of a great many operations planned in advance and tested in the dress rehearsal now past. The decennial census is the largest Federal peace time activity. It should not be designed ad hoc at the 11th hour and with just 1 year to go now and less once this legislation could possibly be passed.

The 11th hour is now at hand.

[The prepared statement of Ms. Bryant follows:]

TESTIMONY ON POSTCENSUS LOCAL REVIEW

GOVERNMENT REFORM COMMITTEE

SUBCOMMITTEE ON CENSUS

Thursday, February 11, 1999

Barbara Everitt Bryant
Adjunct Research Scientist, University of Michigan Business School
Director, Bureau of the Census, U.S. Department of Commerce, 1989-1993

Good morning, Chairman Miller and members of the Subcommittee on Census. I am Dr. Barbara Everitt Bryant, currently an Adjunct Research Scientist at the University of Michigan Business School at Ann Arbor. I was formerly the Director of the U.S. Bureau of the Census from 1989 to 1993, including during the taking of the 1990 census. I am here today to discuss one of the operations of that census, Postcensus Local Review.

Postcensus Local Review in 1990 was a well intentioned, but ineffective, operation. Even before the 1990 census was completed, there was consensus among those of us with operational leadership roles for that census that a better way needed to be found to work cooperatively with local units of government to improve the Census Bureau's address list for the taking of the next census.

I say that Postcensus Local Review was well intentioned, because "cooperative" is the operative word. The Review was intended to be a joint operation between the then 39,198 functioning local government units and the Census Bureau to improve Census Bureau address lists for each locality, and thus improve coverage and make the 1990 count more complete. Instead, only 25.1% of local governments participated in Postcensus Local Review. Postcensus Local Review cost \$9.6 million dollars.¹ That particular operation, among a number of coverage improvement operations undertaken in 1990, added only 0.08%--eight one-hundredths of one percent--to the number of housing units that had been counted prior to Postcensus Local Review. Attached to this testimony is a table showing that only 80,929 housing units, of which 27,121 were vacant, were added to the 107,045,251 already on the Census Bureau's Address Control File as a result of Postcensus Local Review. In none of the 50 states or District of Columbia did the operation add more than a fraction of one percent to the housing unit count.²

¹ Bureau of the Census, U. S. Department of Commerce, *Programs to Improve Coverage in the 1990 Census* (1990 CPH-E-3), Table 1.2.

² Cecco, Kevin, "1990 Postcensus Local Review Evaluation," (Washington, D.C.: Bureau of the Census,

The local units of government that participated in local review challenged counts on 4.2% of the more than six million collection blocks nationwide. Two-thirds of these blocks were re-canvassed as part of Postcensus Local Review because they met criteria for re-canvassing or had not already been re-canvassed in other coverage improvement operations.

Postcensus Local Review did identify geocoding mistakes, that is, housing units that had been counted in one block but actually belonged in another block, usually an adjoining one. One of the triumphs of the 1990 census was the first use of a sophisticated computerized geocoding and digital mapping system known by its acronym TIGER.³ The 1990 census had triumphs, as well as errors. Even triumphs, however, have problems when first introduced. Fortunately, the geocoding errors corrected during 1990 census enumeration, during its coverage improvement operations, and in the years since are permanently incorporated in the TIGER system.

Rather than repeat Postcensus Local Review with its disappointing and miniscule results, the Census Bureau determined to find a way for local governments to more fully participate in the census. There needed to be means to bring together the knowledge of housing units and geography at the local level with the information in the Census Bureau's Address Control File to improve the coverage of that file before its use for each subsequent census. The accuracy of the address list is a vital tool for direct enumeration as enumeration of most of the population occurs at the housing unit level.

In 1990, Precensus Local Review did not work effectively either. Neither precensus or postcensus local review operations worked for one very major reason: *The Census Bureau was not able to share addresses with local governments.* Long held interpretation of the section on confidentiality of census records under the census law (Title 13, U.S. Code) was that specific addresses are confidential. Thus, for checking in both Precensus Local Review and Postcensus Local Review, the Census Bureau could only give local governments their housing unit counts by census block-- e.g. 30 housing units in a specific block in a specific census tract, 42 units in another block, and so forth.

Housing-units-by-block is not the format in which local governments keep their records. Tax records, utility records, and other local sources have the format of specific addresses, e.g. 1345 Oak Street, and the Census Bureau could not share such addresses. Local governments found checking against their own records either cumbersome or impossible. Local governments perceived the Census Bureau as uncooperative in implementing an operation intended to be cooperative.

The U.S. Postal Service also had confidentiality laws protecting its address records. Thus the two largest address files maintained by the federal government could not be compared with each other nor used by local governments.

Preliminary Research and Evaluation Memorandum No. 237, June 29, 1993) and Bureau of the Census, "Programs to Improve Coverage in the 1990 Census," 71-74.

³ TIGER stands for Topologically Integrated Geocoding and Referencing System.

The first step in replacing the ineffective Postcensus Local Review of 1990 was to design an operation by which the Census Bureau and local governments could agree *in advance of each future census* on the addresses to which census forms would be mailed and/or enumeration calls made. An improvement that was clearly needed was the ability for the Census Bureau and the U.S. Postal Service to share their address lists so that each could enhance the accuracy of the other's list.

Fortuitously, the 1990 predecessor of today's Subcommittee on the Census was responsible for oversight of both the Census Bureau and the U.S. Postal Service. With bipartisan support, Representative Tom Sawyer of Ohio, chair of that subcommittee, sponsored legislation that allowed both entities to share their mailing lists, solely for purposes of improving both lists. The legislation also allowed the Census Bureau to share with each local government its portion of the Address Control File, solely for purposes of census taking and not for enforcement purposes. That legislation passed as the Census Address List Improvement Act of 1994.

Freed from legal restrictions, the Census Bureau moved ahead to plan the operation now called Local Update of Census Addresses, or LUCA, for the 2000 census to replace both Precensus and Postcensus Local Reviews. LUCA is a precensus operation that can produce the most accurate list for enumeration obtainable, incorporating the knowledge of both the Census Bureau and local governments. As of today 45% of local governments are participating in LUCA; more are expected; more are desirable. But 45% is a step up from the 25% participation in 1990 Postcensus Local Review. What's more, each local government receives its TIGER maps and its portion of the Census Bureau's Address Control File that are far better than what we started with in 1990. For the first time, the Census Bureau has retained the computerized address file from the previous census—people may move but most buildings don't. The Address Control File is being regularly updated with the U.S. Postal Service's latest version of its Delivery Sequence File. Since the Census Bureau is also the agency that collects local records on new housing starts and demolitions, those too are used to update the Address Control File. Now, I wouldn't want to sound as if I thought the Address Control File is perfect. If you've tried to maintain your personal Christmas card list from one year to the next you know that our population is a moving target. Fortunately, their housing units are more stable.

All of which brings me to HR 472 which proposes to re-institute an operation evaluated and found wanting. Because the report card on Postcensus Local Review showed such dismal results, it has been replaced by LUCA—the precensus Local Update of Census Addresses that starts with improved local address lists and presents them in a format local governments can use for comparing with their own records. Thus, the 2000 census forms will be mailed or hand delivered to the most current address list possible.

But HR 472 does far more than propose to re-introduce a census operation found ineffective. More importantly, it details exactly how that operation is to be executed. HR 472 opens the door to many other attempts to legislate micro-management of the 2000

census. Census 2000 is an operation whose scope and complexity is of far too great a magnitude to be executed successfully without integrated implementation of a great many operations planned well in advance and tested in the dress rehearsal census now past. The decennial census is the largest federal peacetime activity. It should not be designed ad hoc at the 11th hour. With one year to go, the 11th hour is at hand.

ATTACHMENT 3

The Added Unit Rate from Postcensus Local Review

<u>State</u>	<u>HUs Before Postcensus Local Review</u>	<u>Valid Added Housing Units</u>	<u>Added Unit Rate</u>
National	107,045,251	80,929	0.08
Alabama	1,762,432	4,827	0.27
Alaska	239,782	143	0.06
Arizona	1,740,041	2,053	0.12
Arkansas	1,039,855	1,010	0.09
California	11,559,059	13,923	0.12
Colorado	1,523,072	1,065	0.07
Connecticut	1,381,749	449	0.03
Delaware	302,712	36	0.01
District of Columbia	290,397	134	0.05
Florida	6,477,605	7,241	0.11
Georgia	2,771,803	3,198	0.12
Hawaii	413,464	94	0.02
Idaho	422,428	32	0.01
Illinois	4,741,947	2,720	0.06
Indiana	2,337,322	265	0.01
Iowa	1,185,124	572	0.05
Kansas	1,093,198	243	0.02
Kentucky	1,583,307	283	0.02
Louisiana	1,841,253	1,150	0.06
Maine	615,141	3	0.00
Maryland	1,968,252	457	0.02
Massachusetts	2,611,483	781	0.03
Michigan	3,981,911	3,223	0.08
Minnesota	1,915,973	1,079	0.06
Mississippi	1,066,570	1,432	0.13
Missouri	2,298,884	758	0.03
Montana	368,809	44	0.01
Nebraska	678,178	151	0.02
Nevada	538,407	409	0.08
New Hampshire	529,364	87	0.02
New Jersey	3,235,313	4,155	0.13
New Mexico	661,173	0	0.00
New York	7,707,731	6,389	0.08
North Carolina	2,943,817	1,190	0.04
North Dakota	282,930	1,608	0.57
Ohio	4,540,116	1,986	0.04
Oklahoma	1,481,477	473	0.03
Oregon	1,234,687	250	0.02
Pennsylvania	5,174,189	6,300	0.12
Rhode Island	437,424	12	0.00
South Carolina	1,515,036	1,611	0.11
South Dakota	297,550	134	0.05
Tennessee	2,103,682	3,078	0.15
Texas	7,424,875	2,290	0.03
Utah	615,304	1,168	0.19
Vermont	274,098	0	0.00
Virginia	2,581,645	316	0.01
Washington	2,099,564	864	0.04
West Virginia	825,711	194	0.02
Wisconsin	2,114,707	199	0.04
Wyoming	244,690	250	0.12

From: "1990 Postcensus Local Review," 1990 Census Preliminary Research
and Evaluation Memorandum No. 237, Bureau of the Census, June 29,
1995

Mr. MILLER. Thank you, Dr. Bryant. One of our great concerns is—and you’ve heard me say this is that I thought we were moving toward a failed census. They’ve been planning for an illegal sampling plan for over a couple years. This is, you know, illegal. And back in the fall of 1997 in the Commerce Justice bill, we mandated at least two tracks per pair or a full enumeration census.

Last summer, the six Federal judges—two of them were Clinton appointees—said it’s illegal. And what do we have? We’re still going to go full speed for this illegal plan prior to the Supreme Court rule, and we don’t have a plan. We’re a year away. What are we supposed to do?

They give a plan that’s got lots of voids in it. We have no idea if they’re going to do a PF, what size it is, or anything else. There’s so many missing things. Why should we know?

And they’re saying, well, hopefully we’ll get to you, maybe next month. Well, you know, this is a \$5 billion thing. I mean, they haven’t even given us the dollar amount. Now I talked to Secretary Daley yesterday. He’s hoping to have some numbers for us by the end of February when he testified before the Commerce Justice Committee.

But you know, we have a responsibility in oversight to make sure we have a census. I’m concerned it’s going to get done. And then we have no input. It goes back to an issue of trust, and, you know, you’ve got to trust this. This has got to be the most distrusted administration in a long time, and, you know, having the idea of them controlling it is a scary thing.

And then to say, as I say, we’ve been 6 years and spent \$1 billion, and these are the experts that designed it. Well, the experts have an illegal plan. So, where do we go from here. It’s illegal. The Supreme Court ruled.

Ms. BRYANT. The Supreme Court ruled only in case of apportionment. It actually encouraged the use of a sampling of statistical estimation for other purposes.

But questions about the plan, I’m here for history.

Mr. MILLER. Right.

Ms. BRYANT. These are questions you’ve got to ask the new Director because a census cannot be micro-managed by an ex-Director.

Mr. MILLER. That’s right. But if we can’t even get a plan from the Bureau, if we can’t even see the plan, and they’ve been told in law that they have to have a plan, and we have no details, that’s not the details of the plan. How large are the PES, and how long is a PS? Tell me that question. They don’t have it. They don’t have any dollar amounts.

Mr. EHRLICH. What’s material about that? You have to bear in mind, Mr. Chairman, if I may for a second, that 90 percent of the sample versus a non-sample census is the same set of activities. The fact is their sampling didn’t change the approach to LUCA or to developing imaging equipment, to outsourcing the management of the data captured facilities. Which aspects of it are material to your concern?

The fact that the Bureau can’t give you a number right now for the final dollar cost of the census reflects not only the kinds of concerns that you have, but, for example, that we don’t know what

wage rate will clear the labor market to hire the extra 300,000 people that have to be hired.

I think that there's a middle ground, and it's not clear to me that the absence of the details that you raised justify the kinds of micro-management that are of concern to us.

Mr. MILLER. Well, we do know they don't want to do a post-census local review, and that's the reason we're moving now on this issue.

Mr. EHRLICH. Right.

Mr. MILLER. As an issue of trust, I haven't met a local official that's opposed to it. And I know it's a pain probably for the people at the Census Bureau. I know they don't really like to do this.

But the thing is, we didn't have trust. And if we don't have trust in the system, then it makes the whole census a failure if you don't have trust in the census numbers. And that's the reason I think that this is so important. As I said, I'd like to find an elected official to say I don't like it, I won't do it, I won't participate in it. I'll bet you the mayor of Chicago would participate in it if it's available, and I bet you the mayor of Detroit will participate in it again if it's available.

Let me go back to LUCA. You know, I think LUCA's a good idea. I think we need to put more resources into the front end. There's no question about that, and I fully support that.

But this is the first time they've done it. And you know, I think you had a hearing out in Sacramento that there were some concerns with it. We don't know LUCA is perfect, and they had some problems there and hopefully they're going to correct the problems based upon that.

And that's the only thing. You admit LUCA—and you're on this monitoring board—that there's some problems with it, right? I mean, we're all agreed that it's a good idea.

But, just as we liked the idea of the Florida census, what's wrong with doing one after the census? I mean, we can work out the time constraints.

Ms. BRYANT. I'll point out one thing about it. It's local government records versus Census Bureau records. As long as the taxes are paid on a housing unit, the local government will consider that a valid unit. Take an apartment building with 50 apartments, 49 of which are occupied and one of which is vacant. The Census Bureau counts it as 49. The city, the taxes are paid, counts for this as 50.

Thus, you're always going to have the local governments coming back and saying you did not count enough. All of the goodies come by maximizing your account, not by accuracy. As Everett has said, when you open up and especially in 1990, we had criteria for challenging at the block level, not at just saying you're wrong about my whole city, but specifics so that the Census Bureau could actually check them out on the ground.

This bill does not include any criteria. I think that you should be working this out in discussion with the Bureau rather than legislating a series of procedures that may or may not be possible to integrate into the schedule.

Mr. MILLER. Is Congress relevant in this issue at all according to you, Dr. Bryant?

Ms. BRYANT. Oh, yes.

Mr. MILLER. OK, thank you. My time's up.

Ms. BRYANT. We worked a lot with your predecessor committee.

Mr. MILLER. Do we have an oversight responsibility?

Ms. BRYANT. You certainly do. Title 113 says so.

Mr. DAVIS OF ILLINOIS. Mr. Chairman, I know that definitions are definitions, and different individuals need different things. But when I look at this, it says "United States Census 2000, Census 2000 Operational Plan Using Traditional Census Taking Methods."

And so, when I hear a lot of conversation about there being no plan, perhaps if that could be altered a bit to say I have not seen the plan that I'm looking for or a plan that I'm satisfied with. Perhaps, I could understand.

Mr. MILLER. A partial plan.

Mr. DAVIS OF ILLINOIS. All right.

Mr. MILLER. That's missing lots of details.

Mr. DAVIS OF ILLINOIS. And also, you know, I listen about how much faith people have in this administration. And it was just occurring to me that I know an awful lot of priests and ministers who, if they could get a 70 percent approval rating, they'd be pretty happy. They'd be pretty satisfied. And so, you know, I think people do have faith and confidence in this administration and in this government to take care of its business.

But at any rate, a couple questions. Dr. Ehrlich, we've heard that about 80,000 housing units were added during the post-census review in 1990. Do you know how many of those were vacant?

Mr. EHRLICH. If I remember it, I think something like 25 percent of them were vacant, 12 percent of them were reported erroneously. So, maybe the number is a half of that or two-thirds of that when the actual rubber meets the road. But whether it's 80 or 50 or 100, maybe, it really doesn't get us close to making the kinds of systemic corrections that need to be made in the census in 1990 in which 10 million Americans were closed out, 4 million undercounted on that basis.

Mr. DAVIS OF ILLINOIS. Well, if we were to even add, say, 56,000 or so additional units at a cost of about \$10 million, how would you view that in terms of cost-effectiveness?

Mr. EHRLICH. I wouldn't regard it as cost-effective. I'd probably make three points in summary. First, if it had produced a small increment in the undercount at a great expense to a great delay in other important activities in the flow of the census.

Second, it addresses one kind of error—undercount. It doesn't address overcount, and there are overcounts. There are people who have two different homes, snowbirds, they're sometimes called out in the field, or people who have second properties. It's impossible to identify that kind of an error in this procedure.

And third and perhaps most important, there are two kinds of undercounting errors in a census. One is where we don't know where your front door is. The second is we find the front door, but we don't know who's behind it. The second error, not knowing who's behind the front door, is generally around two-thirds of the error in the census, even more so in hard-to-count communities.

What we have here is a minor solution to the problem of not knowing where the front door is that gives us nothing in the way of finding out who's behind it.

Mr. DAVIS OF ILLINOIS. I want to ask you, if you have an overcount and an undercount, would you call that perhaps a double whammy on hard-to-count communities?

Mr. EHRLICH. Yes.

Mr. DAVIS OF ILLINOIS. Would it act as twice—

Mr. EHRLICH. They're not countervailing errors. One doesn't undo the other. In fact, when we have errors going up and down, you have to add them, not subtract one from the other, to get to the right answer or to figure out how far you are from the right answer.

Mr. DAVIS OF ILLINOIS. And so that's quite severe?

Mr. EHRLICH. Yes.

Mr. DAVIS OF ILLINOIS. Dr. Bryant, I was just going to ask you, you indicated when you get to taking a look at 472, in your opinion, is it really needed? Are the same concerns that we're trying to get at just as well gotten at with what we've already got?

Ms. BRYANT. I think that, no, with LUCA, it's much better because it would get the addresses on the list ahead of time, and, therefore, no, you'd get the accurate housing unit count at the time you mail out the questionnaires. Post-census local review inevitably would be done in late summer by which time lots of people have moved, people with two households may be in a different household, those kind of things.

So, I know there will be other kinds of followup checks. In 1990, we had a program called "Were You Counted?" And actually most of what Detroit got was not from post-census local review, but was from a very aggressive "Were You Counted," in which they distributed a lot of questionnaires out. Many of the people had already been counted. But the ones that put Detroit over its million were the ones who had not.

There will be a "Were You Counted" program again in this census, as I understand it. I just think the post-census local review for the time it takes—and I'm more concerned about the time than the money—is not an effective program. And the Census Bureau does learn by its mistakes. I'd be the last to deny that it makes mistakes, or that we made them in 1990. I think this is a case where you look at all the different things you did, what worked and what didn't, and what needed to be changed, and then go toward trying to get the address list in good shape at the time that is the census period and when the maximum publicity is on being counted.

Mr. DAVIS OF ILLINOIS. My last question, Chairman. If we were to pass 472, do you think it could be implemented in time to comply with the dates that have already been established?

Ms. BRYANT. Well, the dates are by law, and they have to be met whatever form you're in. And I do not want to get into the operational plans for 2000. I'm not the Director, and I will not micromanage the next Director's census. So I'd rather you'd be talking directly to Dr. Ken Prewitt or John Thompson, who is the civil servant most high on the running of the decennial list.

Mr. EHRLICH. Yes, Mr. Congressman, if I may respond in part. I read in the draft of this bill that the Secretary shall investigate

all challenges timely submitted under paragraph three, which is something that if you were to pass this bill, you would want the Secretary to do? And that by November 1st, he'll take whatever action involved.

This, in essence, gives 39,000 local governments standing to sue to investigate it in the appropriate fashion, and it in essence gives us a license to go to court. The census has spent too much time in court and not enough time in the hands of the career professionals of the Bureau. I think that we should take every action possible to reverse that flow and not accelerate it.

Mr. DAVIS OF ILLINOIS. Thank you both very much. I have no further questions, Mr. Chairman.

Mr. MILLER. Mr. Doolittle, any questions?

Mr. DOOLITTLE. I have no questions.

Mr. MILLER. Mr. Davis.

Mr. DAVIS OF ILLINOIS. I have no more.

Mr. MILLER. Mr. Souder.

Mr. SOUDER. I have none.

Mr. MILLER. Let me conclude with just a statement that I don't see what the harm is, and all we're talking about doing is building trust in the American people and the communities. And when you see communities like Congressman Petri's district or Mayor Archer's city that it made a difference in real, why not give people that opportunity, and that's all we're talking about.

So, with that, let me thank you both for being here today. I have a couple of statements here. Thank you very much. I ask unanimous consent that all Members' and witnesses' written opening statements be included in the record without objection. So ordered.

I also ask unanimous consent that the record remain open for 1 week for those invited witnesses who were unable to be present at the hearing but wanted to submit written testimony. Without objection, so ordered. And we will adjourn and reconvene shortly for a mark up on the bill. Thank you very much.

[Whereupon, at 2:40 p.m., the subcommittee proceeded to other business.]

